MINUTES

OF THE

138TH SESSION

OF

THE GOVERNING BODY

GENEVA, 11-15 MARCH 1958
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of the International Labour Office

MINUTES OF THE 138TH SESSION

The 138th Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 11 to Saturday, 15 March 1958.

The Governing Body was composed as follows:

Chairman: Mr. Calderón Puig.

Government group:
- Belgium: Mr. Troclet.
- Brazil: Mr. Barboza-Carneiro.
- Canada: Mr. Haythorne.
- Chile: Mr. Donoso Silva.
- China: Mr. Yü.
- Czechoslovakia: Mr. Erban.
- France: Mr. Ramadier.
- Federal Republic of Germany: Mr. Sauerborn.
- India: Mr. Merani.
- Italy: Mr. Ago.
- Japan: Mr. Kaite.
- Mexico: Mr. Sánchez Juárez.
- Pakistan: Mr. Majid.
- Peru: Mr. de la Fuente Locker.
- Philippines: Mr. Bocobo.
- Sweden: Mr. Björck.
- Union of Soviet Socialist Republics: Mr. Arutiunian.
- United Kingdom: Sir Guildhaume Myrdden-Evans.
- United States: Mr. Wilkins.

Employers' group:
- Mr. Bergenström.
- Mr. Burne.
- Mr. Campanella.
- Mr. Díaz Salas.
- Mr. Ghayour.
- Mr. Noriega (substitute for Mr. Yllanes Ramos).
- Mr. Parker.
- Sir Richard Snedden.
- Mr. Tata.
- Mr. Waline.

Workers' group:
- Mr. Ahmad.
- Mr. Ambekar.
- Mr. Bothereau.
- Mr. De Bock.
- Mr. Delaney.
- Mr. Nielsen.
- Mr. Pequeno.
- Sir Alfred Roberts.
- Mr. Sánchez Madariaga.
- Mr. ben Seddik.

The following regular representatives were absent:

Government group:
- Iraq: Mr. Jawad.
- Sweden: Mr. Michanek.

Employers' group:
- Mr. Yllanes Ramos.

Workers' group:
- Mr. Monk.
- Mr. Richter.

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

Government group:
- Argentina: Mr. Lacó.
- Australia: Mr. Shaw.
- Cuba: Mr. Camejo Argudín.
- Denmark: Mr. Bonnesen.
- Morocco: Mr. Guessous.
- Portugal: Mr. Ribeiro da Cunha.
- Switzerland: Mr. Kaufmann.
- Syria: Mr. Kabbani.
- Uruguay: Mr. Pomés.

Employers' group:
- Mr. Mishiro.
- Mr. Erdmann.
- Mr. Fennema.
- Mr. Dündar.
- Mr. Kuntschen.
- Mr. Machado Neto.
- Mr. O'Brien.
- Mr. Aye.
- Mr. Van Lint.
- Mr. Nasr.
- Mr. Simonovitch.

Workers' group:
- Mr. Becker.
- Mr. González Tellechea.
- Mr. Haraguchi.
- Mr. Möri.
- Mr. Pastore.
- Mr. Ruppert.
- Mr. Shita.
- Mr. Tlili.

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

Bulgaria: Mr. Velikov.
Dominican Republic: Mr. Saviñón.
Iran: Mr. Azimi.
Yugoslavia: Mr. Komatina.
There were also present:

Mr. Morse, Director-General of the International Labour Office.
Mr. Rao, Assistant Director-General.
Mr. Jenks, Assistant Director-General.
Mr. Alvarado, Assistant Director-General.
Mr. Valden-Thomson, 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. Spinelli.
Technical Assistance Board: Mr. Lukac.
International Civil Aviation Organisation: Mr. Nelson.
World Health Organisation: Mr. Bertrand.
General Agreement on Tariffs and Trade: Mr. Royer.
Intergovernmental Committee for European Migration: Mr. Bettini.
Organisation for European Economic Co-operation: Mr. Lambert.
High Authority of the European Coal and Steel Community: Mr. Massacesi.
Council of Europe: Mr. Tennfjord.

Representatives of international non-governmental organisations present as observers:

International Confederation of Free Trade Unions: Mr. Patteet.
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. Boglietti.

Substitutes and advisers:

Mr. Anderson, accompanying Mr. Wilkins.
Miss Bavestock, accompanying Mr. Bettini.
Mr. Belletti, accompanying Mr. Ago.
Mr. Bellingham-Smith, substitute for Sir Richard Snedden.
Mr. Borisov, accompanying Mr. Arutunian.
Dr. Bravo, accompanying Mr. Bertrand.
Mr. Cassels, accompanying Sir Guildhaume Myrdhin-Evans.
Mr. Coïdan, accompanying Mr. Spinelli.
Mr. Currie, substitute for Mr. Shaw.
Mr. de Curton, accompanying Mr. Ramadier.
Mr. Daniel, accompanying Mr. Kabbani.
Mr. David, accompanying Mr. Spinelli.
Mr. Dudley-Martin, accompanying Mr. Emery.
Mr. Dunning, accompanying Sir Alfred Roberts.
Mrs. Elbakiantz, accompanying Mr. Arutunian.
Mr. Geller, substitute for Mr. Sauerkborn.
Mr. Goux, accompanying Mr. Arutunian.
Mr. Goulet, accompanying Mr. Haythorne.
Dr. Hafezi, accompanying Mr. Bertrand.
Mr. Haight, substitute for Mr. Royer.
Mr. Hauck, substitute for Mr. Ramadier.
Mr. Heinrici, substitute for Mr. Björck.
Mr. Heppling, accompanying Mr. Björck.
Mr. von Holten, accompanying Mr. Bergenström.
Mr. Jay, substitute for Mr. Haythorne.
Mr. Kudo, accompanying Mr. Kaite.
Mr. Lagasse, accompanying Mr. Emery.
Mr. Lee, substitute for Mr. Yu.
Mr. Lomazzi, accompanying Mr. Pastore.
Mr. McGowan, accompanying Mr. Wilkins.
Mr. Maher, accompanying Sir Guildhaume Myrdhin-Evans.
Mr. Merigo Aza, accompanying Mr. Calderón Puig.
Mr. Mermillod, accompanying Mr. Waline.
Mr. Mochi-Onori, substitute for Mr. Campa­nella.
Mr. Palourea, accompanying Mr. Arutunian.
Mr. Pelisson, accompanying Mr. Ramadier.
Mr. Pimenov, accompanying Mr. Arutunian.
Mr. Posteraro, accompanying Mr. Ago.
Mr. Prokofiev, accompanying Mr. Arutunian.
Mr. Purpura, substitute for Mr. Ago.
Mr. Rahardt, accompanying Mr. Bettini.
Mr. Robertson, accompanying Sir Guildhaume Myrdhin-Evans.
Mr. Saintigny, accompanying Mr. Waline.
Mr. Sato, substitute for Mr. Kaite.
Mr. Sautin, accompanying Mr. Arutunian.
Mr. Shkunaev, accompanying Mr. Arutunian.
Mr. Sohns, accompanying Mr. Troclet.
Father Stokman, accompanying Mr. Troclet.
Mr. Thomas, accompanying Mr. Sauerkborn.
Mr. Tobias, accompanying Mr. Wilkins.
Mr. Vanek, accompanying Mr. Emery.
Mr. Van Meter, accompanying Mr. Parker.
Mr. Wallin, accompanying Mr. Troclet.
Mr. Wellner, substitute for Mr. Erban.
Mr. Zempel, substitute for Mr. Wilkins.
Mr. Zofri, accompanying Mr. Patteet.
MINUTES OF THE FIRST SITTING

(Tuesday, 11 March 1958—10.20 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Calderón Puig.

Mr. Agó, Mr. Ahmad, Mr. Amhekar, Mr. Arutunian, Mr. Barboza-Carneiro, Mr. Bergéenström, Mr. Björck, Mr. Bocobo, Mr. Bothereau, Mr. Burne, Mr. Campanella, Mr. de Bock, Mr. Delaney, Mr. Díaz Salas, Mr. Donoso, Mr. Erban, Mr. de la Fuente Locker, Mr. Gayouir, Mr. Haythorne, Mr. Kaité, Mr. Majid, Mr. Merani, Mr. Nielsen, Mr. Noriega, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Sir Alfred Roberts, Mr. Robertson, Mr. Sánchez Juárez, Mr. Sánchez Madariaga, Mr. Saurborn, Mr. Ben Seddik, Sir Richard Snedden, Mr. Tata, Mr. Troclet, Mr. Waline, Mr. Wilkins, Mr. Yé.


OPENING OF THE SESSION

The Chairman welcomed members, representatives of States Members present as observers and representatives of international governmental organisations attending the Governing Body for the first time.

UNVEILING OF PORTRAITS OF SIR HAROLD BUTLER AND MR. JOHN GILBERT WINANT, FORMER DIRECTORS OF THE INTERNATIONAL LABOUR OFFICE

The Director-General, the Chairman, Mr. Waline on behalf of the Employers’ group, and Sir Alfred Roberts on behalf of the Workers’ group, paid a tribute to Sir Harold Butler and Mr. John Winant, drawing particular attention to the work of the former in the drafting of the Organisation’s initial Constitution, building up sound administrative procedures and carrying to a successful conclusion discussions which resulted in the United States of America becoming a Member; and to Mr. Winant’s part in the preservation of the I.L.O. in the early years of the Second World War.

The Chairman of the Governing Body unveiled the portraits of Sir Harold Butler and Mr. John Gilbert Winant.

FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 137th Session

The Governing Body approved the minutes of the 137th Session subject to the insertion of the corrections received.

SECOND ITEM ON THE AGENDA

I.L.O. Machinery Relating to Freedom of Association

Sir Alfred Roberts, speaking on behalf of the Workers’ group, particularly welcomed the proposals for strengthening the regular constitutional machinery for the supervision of freedom of association. With regard to the proposed factual survey, though there might be individual criticisms the Director-General appeared to have taken into account most of the Workers’ observations.

In connection with the proposed independent machinery for the adjustment of disputes, clarification was needed on particular points. On paragraph 32 it was difficult to understand how the Commission could determine whether it could be of service in the adjustment of difficulties unless it examined the merits of the case. Paragraph 37, dealing with the Commission’s regular reports to the Governing Body to raise any particular aspect of the Commission’s work for consideration and that the Governing Body would not be responsible for describing a situation and rendering judgment upon it; the Governing Body would at least need to have the situation described to it. There was a lack of clarity in paragraph 35, which suggested that there would be no need for the Governing Body to review or approve the proposals made by the Commission in individual cases, as compared with paragraph 37, which indicated that it would be open to any member of the Governing Body to raise any particular aspect of the Commission’s work for consideration and that the Governing Body would also be able to consider what alternative action might be appropriate in cases in which the government had refused the services of the Commission. The intention seemed to be that the Governing Body would not review the proposals of the Commission in each individual case but only the work of the Commission as a whole.

Unless the Commission described situations to the Governing Body, and unless the Governing Body had an opportunity of making comments on what the Commission had done, the proposed machinery would be much less effective than the existing arrangements.

Mr. Bothereau had no criticism to make of the proposals for the factual survey in paragraphs 20 to 26. In the section on the proposed independent machinery for the adjustment of disputes too little attention was given to possible assistance to the trade union movement as compared with the assistance which it was proposed to offer governments. The proposal in paragraph 41 for special arrangements in exceptional cases was too vague, since such cases would by definition be the most serious ones.

Mr. Bocobo said that the Philippine Government particularly welcomed two aspects of the proposals, namely that the Commission would not render judgment on a situation and that the Governing Body would not review or approve the Commission’s proposals in individual cases. Persuasion was often much more effective than disapproval; and the Governing Body was too large and had too short a time at its disposal to enter into consideration of individual cases. If the Commission assumed responsibility for its own actions the Governing Body would be spared lengthy and heated debates. While the proposed machinery might not produce all the
results that were hoped for, it was well that the I.L.O. should draw on its past experience in persevering in the cause of freedom.

Mr. O'Brien said that, while in the proposals the main emphasis had rightly been placed on government agreement, the document was very vague as to what the situation would be if there was not a friendly reaction to the members of the Office staff who were undertaking the factual survey or if the Commission itself were rebuffed by the government concerned. Nor was the document clear about governing body action in urgent situations with which the Commission found itself unable to deal. Perhaps the Director-General could clarify these points.

Mr. Guessous, though he thought that considerable changes might have been made in the existing procedure, approved the Director-General's proposals, which correctly reflected the sense of the debate at the 137th Session.

With regard to the proposed factual survey the Moroccan Government's view was that freedom of association was an invariable concept, that the I.L.O. standards were clear and precise and should not be tempered to suit particular conditions. If the factual survey were to be objective the staff carrying it out should be free to evaluate the situation on the strict basis of I.L.O. standards.

On the proposed Conciliation Commission on Freedom of Association, he agreed with the remarks of Sir Alfred Roberts and considered that its establishment would be a backward step in comparison with the existing procedure. In drawing up its procedure the Commission should have regard to the experience of the Committee on Freedom of Association and, to avoid any misunderstanding of its motives, should not offer its services to governments which were certain to rebuff it.

Mr. Erban agreed on the whole with the Director-General's proposals.

However, if the proposed Commission was to avoid the errors of the existing machinery, it must be really impartial and be able to deal objectively with the question of trade union rights and not be exploited as an instrument of political propaganda. For governments and employers' and workers' organisations to have confidence in the Commission, as mentioned in paragraph 34, it must be composed in such a way as to take account not only of the personal qualifications of its members and the principle of fair geographical distribution but also of the need for it to be representative of the different economic and social systems. To this end it should consist of at least five regular members, and not three members and two substitute members as proposed by the Director-General; in view of the basic interest of the matter for the workers the members should be selected from among people who had devoted their whole life to the trade union movement.

Mr. Merani said that the success of the factual survey machinery would depend on absolute objectivity in the collection and presentation of data and ability to view the facts concerning freedom of association in the total context of the political, economic and social conditions in each country. Any investigation in totalitarian or colonial territories would be faced with the same difficulties as had been encountered by the existing Fact-Finding and Conciliation Commission and the Committee on Freedom of Association. The continuous collection of factual material might degenerate into permanent investigation, if not inquisition, and might therefore be susceptible to propaganda use.

Two safeguards should therefore be clearly written into the scheme. The first was that all material collected by the I.L.O. should be brought to the attention of the government concerned for its comments before it was used. The second was that on-the-spot inquiries should be conducted only in very special cases and then with the specific concurrence of the government concerned. The itineraries, coverage and procedure of investigating teams should be settled in advance with the government concerned.

With regard to the Conciliation Commission, it should be clearly and positively written into the scheme that all local inquiries and all efforts by the Conciliation Commission must have the prior concurrence of the government concerned.

Mr. Delaney agreed with the remarks of Sir Alfred Roberts and Mr. Bothera.

With regard to the criteria for the proposed factual survey, mentioned in paragraph 15, he had made some suggestions at the 137th Session and proposed to go into the matter in greater detail directly with the Director-General.

In connection with the proposed independent machinery for the adjustment of disputes, it was wise to keep the procedure flexible and the Commission should not be precluded from bringing recommendations or detailed observations before the Governing Body in specific cases in which it considered that the procedure of the Conciliation Commission would best be furred thereby. Paragraph 42 relating to exceptional cases was very vague; it might be useful to have a small permanent committee of the Governing Body, perhaps the Officers, to examine the merits of any given case and make recommendations to the Governing Body as to whether it was of such an exceptional nature that it should be dealt with by Governing Body action.

Mr. Wallin pointed out, in connection with Mr. Erban's remarks, that the Governing Body had almost unanimously endorsed the conclusions of the Committee on Freedom of Association to the effect that Czechoslovak legislation was contrary to the principles of freedom of association as contained in the Declaration of Philadelphia. When the Czechoslovak Government had declined to have the case referred to the Fact-Finding and Conciliation Commission the documentation had been published, this being the only alternative means of action available. The accusation of lack of objectivity and of making political propaganda directed at the Committee on Freedom of Association reflected on the Governing Body itself more or less in its entirety.

Mr. Haythorne said that the Canadian Government was glad to see that the emphasis in the new proposals was not on pointing an accusing finger but on the I.L.O. seeking to perform a helpful role with a view to the promotion of freedom of association and collecting information on ways in which freedom of association problems had successfully been dealt with in other areas.

With regard to the proposed factual survey certain ground rules needed to be established. It might be agreed that all the countries included in the McNair Report should be covered, but on-the-spot inquiries should be resorted to only where the Director-General
was not completely satisfied with the information provided by other means and where there was agreement between the Office and the country concerned that such inquiries would be helpful. There would be no opposition in principle to on-the-spot studies in Canada if they were considered essential. The governments themselves should also be encouraged either to undertake objective studies within their own countries or to have them undertaken by competent agencies. The I.L.O. should co-operate with other international agencies to avoid any possible overlapping in fields which had a bearing on but were not directly related to freedom of association. With regard to the proposed independent machinery for the adjustment of disputes, the Canadian Government would be prepared to give the Conciliation Commission a trial; it would be desirable, however, that it should not be left to the Commission to decide its own procedure as was suggested in paragraph 37, but that the Governing Body should give some guidance.

It was most desirable that the Governing Body's eventual decision should be unanimous because of the importance of the subject to the I.L.O. and to a large number of countries not represented in the Governing Body.

Mr. Kaite said that the Japanese Government considered that the Director-General's proposals were much improved in the new version. It would be highly desirable if the ultimate goal of the I.L.O. could be achieved by the effective use of the proposed machinery. However, great care should be exercised in connection with on-the-spot surveys by the I.L.O. staff. Embarrassment to the Japanese Government and some political repercussions had been caused when Japanese newspapers had reported, as a result of a misunderstanding, subsequent to the distribution of the document concerning freedom of association submitted to the Financial and Administrative Committee at the 137th Session of the Governing Body, that the I.L.O. was likely to send a mission to Japan to make an on-the-spot study. The subject was a very delicate one in Japan, and the Government, following up the resolution adopted by the Conference in 1957 and originally submitted by the Japanese Workers' delegate, urging the prompt ratification of the Freedom of Association Convention, 1948, had established a tripartite committee to examine the possibility of ratification of the Convention, and was awaiting its report. Confusion had been worse confounded because the International Confederation of Free Trade Unions mission which had visited Japan in November 1957 had been mistaken in some quarters for an I.L.O. mission. The joint report of the I.C.F.T.U. and the International Transport-workers' Federation had, in fact, found that restrictions on freedom of association, relating only to certain nationalised industries, were of a minor character and had been enacted before the conclusion of the peace treaty. The Governing Body should realise that once a legislative system became established much strenuous effort was needed to change it, and should not therefore hope for too rapid progress.

Mr. Arutjunian said that, while he appreciated the efforts made by the Director-General in revising his proposals, on many points he shared the reservations made by previous speakers, including Mr. Haythorne, Sir Alfred Roberts, Mr. Merani, Mr. Erban, Mr. Kaite and Mr. Guessous. The proposals remained vague; they did not specify the obligations of the I.L.O. to defend trade union rights, and would no doubt have to be revised again. In particular, they did not take account of the U.S.S.R. Government representative's observations at the 137th Session concerning the proposed factual survey. They omitted the criticisms of the existing Committee on Freedom of Association, its lack of objectivity, and its misuse as a weapon in the cold war, which had frequently been made not only by himself but by impartial outside observers. Nor did the proposals cover violations of trade union rights by employers, the use of company unions as an instrument of employers' policy and the exertion of pressure on employees through financial means to interfere with their rights and freedom of action. The factual survey must cover this matter, which was so important that it had recently been publicly referred to by the United States Secretary of Labor.

It was desirable, if confidence was to be created, that the factual survey should not be used for purposes alien to those of the International Labour Organisation. It could only be useful if certain conditions were fulfilled. It should cover to the same extent, simultaneously and under identical conditions, all States Members of the I.L.O. without any distinction whatsoever; it should be strictly impartial and exclude all political considerations. It should be based on documentary material received from governments, trade unions and international trade union organisations. It should cover all questions of substance related to the rights and activities of trade unions, including the right to freedom of constitution and activity of trade union organisations without any restriction; questions of discrimination in respect of rights to set up or join trade unions; means of interfering in the affairs of trade unions by employers through financial means; impediments to their free activity resorted to by the authorities and employers; the practice of setting up company unions; financial operations and other steps taken by the employers to influence, directly or indirectly, the activities of trade unions and the relations of the workers with them; the position of trade union representatives in the undertaking and the industry, and their rights; methods of concluding collective agreements, their contents, and the means of applying them in practice; strikes, the reasons for strikes and methods used against strikers by the authorities and employers; the rights of trade unions to take part in the settlement of industrial disputes in the interests of the workers and the means of ensuring respect for those rights; the rights of trade unions to take part in economic life and in the determination of the country's economic policy, and the means of ensuring respect for those rights. On-the-spot inquiries into matters within the domestic competence of the countries concerned were undesirable.

In view of their very great importance for all Members of the I.L.O., not all of which were represented on the Governing Body, it would be desirable for the Director-General's proposals to be communicated to the governments of all Members for comment, so as not to repeat the situation created in the case of the Committee on Freedom of Association. The proposals themselves needed to be improved. For there to be confidence in the new machinery it must be so constituted as to take account of the different trends represented in the I.L.O. Consequently, more attention should be devoted to the regular constitutional machinery for the supervision of freedom of association. For instance, it was important to know, pursuant to the 1957 Conference resolution, which governments...
were repealing anti-trade union legislation or had ratified the Freedom of Association Conventions. Since the publication of the McNair Report had any legislation been prepared or enacted to hamper freedom of association, and, if so, in which countries? He asked the Director-General for information on these points. The McNair Report itself must not be buried; it had revealed restrictions on freedom of association and trade union rights both in legislation and in practice, and before any new inquiries were undertaken practical conclusions must be drawn from it by the Director-General with a view to preparing proposals designed to eliminate anti-trade union legislation and practice in the various countries concerned. If the report had not already been made public it would be desirable to publish it so as to make it available to a wide public. Before any new survey was undertaken it was necessary to make the maximum use of the information already available.

Sir Richard Snedden said that he had found the Director-General’s revised proposals difficult to understand. It was becoming apparent as the discussions continued that there was less and less enthusiasm for the new project. In fact, Mr. Arutunian seemed to be building up a case for disliking the proposed new machinery as much as he disliked the existing Committee on Freedom of Association. In view of the lack of freedom of association in the Communist countries, it was interesting to note that Mr. Arutunian believed that the employers were responsible for the workers’ lack of freedom of association.

Before it took any further decision the Governing Body must decide whether the proposed new machinery was likely to be more effective than the existing arrangements in getting results. Some members of the Governing Body justifiably wondered whether it would be effective at all. It had been said that the virtue of the new approach was that it avoided pointing an accusing finger; there was a danger that in the end it would entirely avoid discovering a lack of freedom of association where it really existed.

He was worried by paragraph 17, which seemed to suggest that in certain circumstances freedom of association need not be expected and that such a situation might almost be condoned. Again, taking into account the statement in paragraph 6 that governments were extremely reluctant to permit on-the-spot investigations, there was a danger of the new proposals simply consecrating a situation in which governments susceptible to moral pressure would fall into line whereas the others would not.

The Governing Body should be in no hurry to discard the existing machinery and should not set up new machinery until it was quite certain that it would be more effective than the old.

Mr. Barboza-Carneiro thanked the Director-General for the efforts he had made to reconcile his original proposals with the views expressed at the 137th Session. There were, however, aspects of the factual survey and the new machinery as proposed which contained dangers and should be given the most serious consideration by the Governing Body. In respect of paragraph 20, in the section relating to the proposed factual survey for the purpose of completing and bringing up to date the McNair Report, if necessary by on-the-spot studies, there was no inherent impracticability in I.L.O. officials carrying out such on-the-spot studies provided that certain conditions were fulfilled. For instance, such studies should not coincide with acute disputes in the country concerned, nor should they originate from a complaint by a national or international organisation against the government concerned.

The proposals relating to a Conciliation Commission on Freedom of Association were even more disquieting. Paragraph 32 implied that the Commission could offer its services to a government; if its services were refused, a very difficult situation might be created for the Commission and the Organisation. The suggestion in paragraph 33 that the Commission could, in agreement with the government, visit a country to elucidate the issues involved with a view to assisting in their settlement and work as a conciliation service, was quite impracticable. Governments would be most unlikely to agree to such a procedure, and adoption of the proposals would face the Organisation with serious difficulties without achieving the object in view.

He welcomed the attention given in the proposals to the work of the Committee of Experts on the Application of Conventions and Recommendations, and thought that a useful purpose would be served by deciding that the Committee of Experts should, every two years, submit a report on the application of the Freedom of Association Convention, 1948. This would give the International Labour Conference an opportunity for general discussion on the progress achieved.

Subparagraphs (d), (e) and (f) of paragraph 37, relating to the inclusion in the Commission’s regular reports to the Governing Body of a list of cases taken up with governments in a view to putting the services of the Commission at the disposal of the governments concerned, an indication of the procedure followed and results achieved in cases in which a government accepted or requested the services of the Commission, and mention of all cases taken up with governments in which the services of the Commission had been refused, together with reasons stated by the government for its refusal, would not be acceptable to many governments.

If the Governing Body decided to establish new machinery these aspects of its procedure would have to be very carefully examined.

The discussion was adjourned to the next sitting.

The sitting closed at 1.10 p.m.

E. Calderón Puig.
MINUTES OF THE SECOND SITTING

(Tuesday, 11 March 1958—3.10 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Calderón Puig.

Mr. Agó, Mr. Ahmad, Mr. Ambekar, Mr. Arutunian, Mr. Barboza-Carneiro, Mr. Bergenström, Mr. Björick, Mr. Bocobo, Mr. Bothereau, Mr. Burne, Mr. Campanella, Mr. De Bock, Mr. Delaney, Mr. Díaz Salas, Mr. Donoso, Mr. Erban, Mr. de la Fuente Locker, Mr. Gayouër, Mr. Haythorne, Mr. Kaite, Mr. Lee, Mr. Majid, Mr. Merani, Mr. Nielsen, Mr. Noriega, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Sir Alfred Roberts, Mr. Robertson, Mr. Sánchez Juárez, Mr. Sánchez Madariaga, Mr. Sauerborn, Mr. Ben Sadik, Sir Richard Snedden, Mr. Tata, Mr. Troclet, Mr. Waline, Mr. Wilkins.


SECOND ITEM ON THE AGENDA

I.L.O. Machinery Relating to Freedom of Association (cont.) ¹

Mr. Nasr thanked the Director-General for his revised proposals. The proposed machinery appeared to have two purposes: first, to investigate situations where there were obstacles to freedom of association, and secondly to help governments and peoples to establish better labour-management relations.

In relation to the first point only governments and not employers could have the authority to prevent situations where there were obstacles to freedom of association. A government which permitted investigation would be by definition democratic, and hence need no investigation, whereas dictatorial governments would not allow investigation in any case, and the proposals in the document did not solve this dilemma. In relation to the second purpose of the proposed machinery, it might be useful if in every country a national tripartite committee were set up composed of members of former delegations to the International Labour Conference; such an organisation could work in close co-operation with the proposed machinery and might help to make it more acceptable and effective. In countries where they were mistrustful of the I.L.O., or because they knew their practices were wrong, such an organisation might help, precisely because it was a national body, to create a better atmosphere in government circles and make them less hesitant about accepting advice or giving information.

Mr. Ramadier said that the new proposals were clearer and more precise and had the virtue of separating two approaches which had originally been intertwined.

With regard to the first of these—the proposed factual survey into conditions relating to freedom of association—it amounted to the International Labour Office supplementing and continuously bringing up to date the McNair Report, the results to be submitted to the Governing Body from time to time. With this proposal he was in complete agreement, and he hoped that it might be adopted whatever might be the fate of the other proposals.

With regard to the second—the proposed independent machinery for adjustment of disputes—it was not clear what the machinery and the Conciliation Commission on Freedom of Association were intended to be, but the proposed Commission looked singularly like a resuscitation of the Fact-Finding and Conciliation Commission which had never operated. Both would be composed of independent experts. It had already been suggested that to be independent the proposed Commission should be representative of all trends; that would make it so large that its work would hardly be facilitated. In both cases government consent would be required before the Commission could intervene with a view to conciliation.

The proposed Commission would first of all, like the Director-General or the Committee on Freedom of Association under the present arrangements, determine whether a complaint was receivable or merited further examination. Once a complaint had reached that stage, the new Commission would offer its services to the government with a view to conciliation and technical assistance. These ideas were not clear. Conciliation was only possible between opposing interests within a country, but the complainant was often an organisation outside the country about which the complaint was made. Presumably one of the parties involved in the conciliation would be the government of the country concerned, but it was difficult to see who the other party would be. Supposing conciliation were not feasible, then perhaps the Commission would have to take up a position, and if it did so it could only be on the basis of the principles of the Constitution and the Declaration of Philadelphia and according to the fundamental ideas of the I.L.O. in regard to freedom of association. But would not the Commission be forbidden to make judicial or quasi-judicial pronouncements? Apart from the fact that the use of these terms cast indirect reflection on the existing Committee on Freedom of Association, they were unnecessary because there could be no judicial pronouncements strictly speaking without the existence of a principle of law and a sanction. The principle of law existed in the form of the I.L.O. Constitution and the standards fixed by the Conventions; the sanction was non-existent because the I.L.O. had no coercive powers. On this point the Commission would therefore seem to be doubly doomed to ineffectiveness.

As regards the Commission offering its technical assistance, if the principles applied in any given

¹ See above, Minutes of the First Sitting, pp. 9-12.
country were not in conformity with those of the I.L.O. that country would not, in a case of any importance, accept such an offer.

The Committee on Freedom of Association had, by recommendation, often achieved positive results through the enactment, amendment or repeal of legislation by governments. It had even achieved the liberation of trade unionists imprisoned for activities claimed by the governments concerned not to be of a purely trade unionist nature. These results, minor in themselves, built up into a genuine protection, however imperfect, of freedom of association. They had not been achieved without the legislation by governments. It had even achieved the liberation of trade unionists imprisoned for activities claimed by the governments concerned not to be of a purely trade unionist nature. These results, minor in themselves, built up into a genuine protection, however imperfect, of freedom of association. They had not been achieved without the Committee on Freedom of Association making judgments, however cautiously and courteously worded. Without rendering judgment in some form it was impossible to obtain any effect.

The I.L.O. had been entrusted with certain principles to defend. In defending them it was inevitable that it come into conflict with certain trends. In failing to combat those trends it would be failing in its constitutional task. It would be a great mistake to destroy all that was positive in the work done by the I.L.O. in the field of freedom of association and replace it only by a body which, like the Fact-Finding and Conciliation Commission, would be doomed to utter helplessness.

Mr. Erban said, in reference to Mr. Ramadier's remarks, and citing the Norwegian Minister of Foreign Affairs, the future must be based on the assumption of the fact that there were systems in the world which differed from each other economically, politically and socially, and that those systems must learn to live with each other and co-operate in the solution of problems of concern to all mankind. This standpoint must also prevail in the I.L.O., and must be at the basis of the composition of its bodies set up to deal with questions of great importance.

In connection with the proposed factual survey, it was the duty of the Governing Body to call for reports from time to time on Conventions relating to freedom of association. Paragraphs 16, 17 and 18 described the results achieved by the process of passing judgment, it should also be remembered that this had caused the I.L.O. to lose a member State without improving the conditions which had led to the complaint. It would be wrong to be too optimistic, but the conclusions of the work were of greater success than the existing procedure, over which some members felt that the Governing Body had too little control.

Paragraphs 36 and 37 gave a welcome indication of means by which the Governing Body would maintain control over the new machinery. The world-wide examination of the facts might lead to governments making requests for assistance on industrial relations and related matters, and in developing trade union legislation. The Commission might possibly provide a service which member States could conceivably call upon for assistance in examining a situation which they believed should be examined. The Australian Government approved the concept of the Commission as a conciliation service, as outlined in paragraph 33; while Mr. Ramadier had reminded the Governing Body of the results achieved by the process of passing judgment, it should be noted that the proposal for the Conciliation Commission on Freedom of Association was welcomed by the American Government.

Sir Alfred Roberts, commenting on Mr. Merani's remarks, said that it appeared to be implicit in the document that on-the-spot surveys could take place only with the agreement of the government concerned. He could not, however, accept Mr. Merani's suggestion that a mission to go to a country second suggested safeguard, that governments should cease to be the sole source of information in an on-the-spot survey. It would be pointless, where a government had anything to hide, for a mission to go to a country and then be confined to government sources of information. It was relevant to point out that employers' organisations and trade unions had a right and a duty to make observations on their governments' reports on ratified Conventions.

At the 137th Session of the Governing Body the Workers' group had expressed the desire that the proposed Conciliation Commission would improve the freedom of association situation; that because of the change of emphasis international barriers against investigation might be lowered. So far, nearly all government representatives who had spoken had
indicated that governments would still be likely to refuse entry to the new Commission. It was clear that the pretext of national sovereignty remained unbreached, and that governments which had something to hide would not consent to action by the new body. In view of the course of the discussion he would now be prepared to accept the proposals for strengthening the regular constitutional machinery and for the factual survey, but would prefer to maintain the I.L.O.'s existing methods of dealing with complaints rather than adopt the procedure proposed in the latter part of the document.

Mr. Robertson said that the revised proposals did not remove all the doubts of the United Kingdom Government, in particular regarding the scope of the proposed surveys and the manner of carrying them out.

He agreed that factual surveys should be carried out, but thought that the intended scope was rather vague. The contents of paragraph 17 destroyed the simplicity of the definition in paragraph 16. Moreover, the reference in paragraph 18 to the necessity of the survey covering all relevant aspects of national life might lead, at later stages of discussion, to judgment being passed on constitutional aspects. Thus the United Kingdom Government would very strongly depurate, and an assurance was needed not only that nothing of the kind was intended but that in fact the system would be such that it could not happen. With regard to on-the-spot studies, referred to in paragraphs 19 and 24, since Government representatives had implied reluctance to co-operate and in view of the financial implications, the United Kingdom Government believed that the right way to proceed would be to conduct the inquiries in the first instance through study of information already available to the Office and information that would be obtained in response to questionnaires. Only when it appeared on that basis that an on-the-spot survey was necessary should the Director-General explain the circumstances to the Governing Body and seek its authority to carry out such surveys.

If any positive step were taken to authorise on-the-spot surveys at this stage the acceptability of the proposals as a whole to the United Kingdom Government would be jeopardised.

With regard to the proposed Conciliation Commission, after considering what assistance could have been rendered by such machinery in the circumstances which had actually occurred in connection with cases reported upon by the existing Committee on Freedom of Association, he had come to the conclusion that there was very little likelihood that the new procedure would have any real beneficial effect. If, however, it were decided to adopt the proposals relating to the new Conciliation Commission, the Government would prefer to be given more control over its procedure and working than was indicated in paragraphs 36 and 37. The Commission should not hold public meetings, and disclosure of its proceedings and results should be only through and with the authority of the Governing Body. It should at all stages keep in the closest touch with the governments concerned in particular allegations and should not decide to offer its services without first obtaining the views of the government concerned. The inconsistencies mentioned by Sir Alfred Roberts would also have to be cleared up. Having regard to the discussion and to the above considerations, the United Kingdom Government thought that it might be preferable to maintain the existing machinery, which had not done too badly in the past.

Mr. Möri agreed with the remarks of Mr. Ramadier and Sir Alfred Roberts.

Mr. Parker said that in spite of all the comments that had been made he believed the new proposals to be an improvement on the original version.

Respecting paragraph 17, it could not be too much stressed that freedom of association was not a separate right in itself but stemmed from and was based upon a number of rights which were all rights of individuals, such as freedom of speech, religion, assembly and petition, etc. It was disappointing that this had not been stressed nor indeed been recognised by previous speakers.

He did not believe that it was necessary, or in many cases even proper, for the Governing Body to make, as was proposed in paragraph 14, a plea to governments to take the steps necessary to enable them to ratify and apply the Freedom of Association Conventions. The terms used were unacceptable and indeed would in fact require an amendment to the United States Constitution which the I.L.O. had no right to suggest. He would therefore oppose that particular proposal.

Mr. Delaney said that he was perturbed at the lack of support from governments for the proposed independent machinery for the adjustment of disputes, which had originated in part from the desire of the Workers' group that some programme be devised which would not just condemn existing violations of trade union rights but would have a constructive effect by providing a climate for the better understanding and promotion of freedom of association.

It was now evident that this programme was not acceptable to governments. In order that at least some progress could be made along the lines of the original intentions of the Workers' group, the Governing Body might nevertheless agree to the part of the proposals concerning the strengthening of the regular constitutional machinery, to which there had been no serious objection.

The same applied to the section concerning the proposed factual survey. The McNair Report had been accepted by the Governing Body and was regarded as having made a valuable contribution to the work of the I.L.O. If the objectives of the I.L.O. in this field were to be progressively fulfilled in the years ahead, the McNair Report must be supplemented by information on the factual situation.

Mr. Wilkins said that the proposal in paragraph 14 would be unacceptable to the United States Government in view of the fact that such a plea would amount to a recommendation to change its federal form of government.

With regard to the proposed factual survey he was disturbed by the suggestion in paragraph 18 that it should be of wide enough scope to cover all aspects of national life relevant to freedom of association. "Relevant" was a very vague term, and it should be made quite clear that in carrying out the proposed studies the I.L.O. would confine itself to those aspects of the question of freedom of association in which it had competence.

With regard to the proposed independent machinery it was suggested in paragraph 38 that the Governing Body should review the results of the Commission's activities in general terms; it would, however, be very difficult to restrain members of the Governing Body associated with one of the parties to any particular dispute from commenting in detail on the
relevant report in the Governing Body. More precision was needed as to what was meant by "urgent and critical" in the proposals in paragraph 41 for ad hoc arrangements by the Governing Body. He would also need more information on the financial implications before he could vote on any of the proposals as they stood; he doubted whether the $70,000 to $80,000 suggested in the paper submitted to the Financial and Administrative Committee would be sufficient to finance all the activities suggested in the report.

The Governing Body should base its conclusions on its view as to whether or not the proposed new machinery would improve on the old. At first he had thought it would; having listened to the discussion, the W.F.T.U. was not so sure. In any case the proposals were good in the sense that they indicated change, a dynamic approach being essential if organisations were to keep their influence in a changing world.

The Chairman called on Mr. Boglietti (observer representing the World Federation of Trade Unions) to make a statement.

Mr. Boglietti (observer representing the World Federation of Trade Unions) said that the W.F.T.U. supported the proposal in paragraph 14 that governments should be asked to take steps to ratify the Freedom of Association Conventions.

The national and international trade union organisations should be closely associated with the proposed factual survey, so that they could effectively assist the Office to study the freedom of association situation on the spot, in workshops and in trade union meetings. The W.F.T.U. was particularly interested in the proposed new machinery for dealing with violations of trade union rights. The criticisms of the W.F.T.U. of the existing machinery were well known, and it regretted that there had been no critical examination of past experience. The main difference between the existing and the proposed machinery was that, whereas the existing machinery had some powers of decision, the new machinery would have advisory powers only. The problem of ensuring the wider representation and more essential for any machinery designed to defend the workers' trade union rights would not be solved in the proposed commission of five members, only three of whom would be full members. International trade union organisations with I.L.O. consultative status should be associated with the work of such a body, which should examine the merits of complaints and report to the Governing Body at each session. The Governing Body should be in a position to examine its proposals in particular cases and not only if a government refused on-the-spot inquiries. The international trade union organisations, the complaining organisation and the government concerned should be given a hearing when the Governing Body discussed a particular case. In this connection paragraph 36, relating to the possibility of the Commission's discussing a settlement with the parties, was encouraging, although it was not mandatory.

It should be understood that an international trade union organisation would have the right to act as a party concerned even if it had no affiliated union in the particular country or place.

With regard to technical assistance, mentioned in paragraph 42, further clarity was required. Such assistance should be confined exclusively to helping governments to bring legislation into line with international labour Conventions and Recommendations and to ensure that trade union rights, including the right to strike, were respected.

The Chairman called on Mr. Eggermann (observer representing the International Federation of Christian Trade Unions) to make a statement.

Mr. Eggermann (observer representing the International Federation of Christian Trade Unions) said that at its November 1957 meeting the Council of the I.F.C.T.U. had adopted a resolution stressing the need for real freedom of association and recalling that trade union pluralism was not incompatible with unity of action. These principles were fully in accordance with the I.L.O.'s basic instruments and the I.F.C.T.U. was not prepared to accept coercion of the workers by governments, employers or monopolic workers' organisations.

The I.F.C.T.U. welcomed the fact that its previous observations had partly been taken into account, but drew the Government Body's attention to certain particular points.

It was essential that national and international trade union organisations should be associated directly, and independently of governments, with the Office's factual survey. In particular, they should be informed of the countries covered by specific surveys; the same questionnaires as were sent to governments should be sent to the national trade union organisations concerned, to the international trade union organisations and to the international trade secretariats; the international trade union organisations should be consulted by the Office even if they had no affiliated union in the country concerned.

If the proposed independent machinery for the adjustment of disputes were established workers' organisations should be able to obtain the same kind of assistance from it as governments. In the case of complaints the complaining organisation should be given a hearing directly by the Commission and should be able to reply to the government's comments.

The most important question was the relationship of the Commission to the Governing Body. Under paragraph 37 (c), for instance, it might be possible for the Commission to dismiss allegations because it considered that there was no possibility of reaching a settlement in that particular country. Flagrant and exceptional cases were mentioned in paragraph 37 (f) and paragraph 41, but there were no clear indications of what action would be taken in such cases. The exceptional nature of a case did not depend on the number of persons involved but on the gravity of the violation. It would be wrong for the Governing Body to disband the existing machinery before the Director-General had made clear what means of action the Governing Body would have in such cases.

The I.F.C.T.U., subject to the above reservations, supported in principle the proposed long-term action to promote freedom of association throughout the world.

The Director-General said that as a result of the discussion he felt that a point had been reached opposite to that from which he had started work on his proposals two years earlier. He had gone back to the beginning of the problem, had held all possible consultations, had taken every point of view into account and had finally put before the Governing Body a paper which represented his own personal
views. His aim had been to provide a means of strengthening the I.L.O.'s action to promote freedom of association. While nothing in the proposals should be construed as criticism of the existing Committee on Freedom of Association, he thought that the proposed conciliation machinery would have strengthened the moral position of the I.L.O.; it was not sufficient for an organisation like the I.L.O. to deal with the problem of trade union rights solely by grinding out quasi-judicial opinions, even though some good might result from that process. Positive activities could have been built on the conciliation procedure, while the right of the Governing Body was reserved in paragraph 41 to pronounce with the full weight of its authority on cases which it considered to be properly criminal.

Some of Mr. Ramadier's remarks had conveyed the impression that he thought that the proposal for an independent conciliation commission was an attempt to evade the I.L.O.'s duty to fight for social justice and freedom of association. The intention was quite the contrary, since it had been explained at the last session, and was clear from the document, that the principles which would guide the conciliation service in its activities would be the I.L.O. Constitution and Conventions. That was indeed the reason why, in the part of the paper dealing with the factual survey, paragraph 17 had been included, enumerating the other fundamental civil rights which must be taken into account in order to deal fully with the complex of freedom of association.

It was clear, however, from the remarks of Government representatives that the proposals for independent machinery for the adjustment of disputes were not acceptable to governments because of fears, which he did not share, that they might somehow invade sovereignty or create more acute diplomatic problems. The Workers' group had recognised this hard fact and therefore did not intend to press that part of the proposals. In the circumstances, therefore, he withdrew the parts of the paper relating to the proposed independent machinery for the adjustment of disputes, subject to the Governing Body's right to examine it again at some time in the future in the light of experience and possible changed circumstances if it so wished.

With regard to the proposals in paragraphs 15 to 26, relating to the factual survey, he hoped that the Governing Body would not decide to take action without serious consideration, because the same difficulties were involved as with the proposals in paragraph 27 and onwards concerning the proposed machinery for adjustment of disputes. If governments were not prepared for the Office to send missions into countries in accordance with its normal procedure to study freedom of association problems in the same way as it studied other subjects, it would be wrong for the Governing Body to adopt the proposals for the factual survey, because it would be leading ordinary people to expect that the I.L.O. could do something which it would subsequently not be allowed to do. The Governing Body must face the full implications of such a decision at the outset and not subsequently make a scapegoat of the Office or the Director-General.

He gathered that there was general agreement with the proposals in paragraphs 11 to 14 of the document dealing with the regular constitutional machinery for supervision of freedom of association. The criticisms of Mr. Wilkins and Mr. Parker might perhaps be met by adding a phrase to paragraph 14, at the end of the first sentence, to indicate that it would be understood that federal States would deal with the matter in accordance with the Constitution of the I.L.O. That would be a matter for the Governing Body to decide.

Sir Alfred Roberts supported the proposal already made by Mr. Delaney that the Governing Body take a decision without further delay on the first and second parts of the paper (paragraphs 11 to 14 and 15 to 26). He thought that the Director-General's proposals for the Conciliation Commission were good and was sorry that there was so much suspicion and reluctance among Government representatives that they would have been impossible to apply in practice.

Mr. Majid and Mr. Ramadier asked whether it was intended that the proposal in paragraph 42 relating to special inquiries and technical assistance should also be withdrawn.

The Director-General suggested that the Governing Body might deal with this proposal separately as it could be fitted into the Office's normal activities.

After a short discussion on procedure, the Chairman asked the Governing Body to decide whether it wished to vote on the substance of the proposals before the close of the sitting.

By 14 votes to 19, with 6 abstentions, the Governing Body decided not to proceed to vote on the substance of the proposals before the close of the sitting.

Mr. Delaney, supported by Mr. Waline, suggested that the Director-General might furnish the Governing Body from time to time with a progress report on cases in which the Committee on Freedom of Association had achieved results.

The debate was adjourned to the next sitting.

The sitting closed at 6.5 p.m.

E. Calderón Puig.
The Governing Body was composed as follows:

**Chairman**: Mr. Calderón Puig.

Mr. Aho, Mr. Ahmad, Mr. Amrekar, Mr. Arutiunian, Mr. Barboza-Carneiro, Mr. Bergenström, Mr. Björck, Mr. Bocobo, Mr. Bother, Mr. Burne, Mr. De Bock, Mr. Delaney, Mr. Díaz Salas, Mr. Donoso, Mr. Erban, Mr. de la Fuente Locker, Mr. Ghayour, Mr. Haythorne, Mr. Kaite, Mr. Majid, Mr. Merani, Mr. Mérigo, Mr. Mishiro, Mr. Nielsen, Mr. Noriega, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Sir Alfred Roberts, Mr. Robertson, Mr. Sánchez Madariaga, Mr. Sauerborn, Mr. Ben Seddik, Sir Richard Snedden, Mr. Tata, Mr. Troclet, Mr. Waline, Mr. Wilkins, Mr. Yū.

**Absent**: The representative of the Government of Iraq.

**SECOND ITEM ON THE AGENDA**

**I.L.O. Machinery Relating to Freedom of Association** (concl.)

Mr. Bocobo said that the Government of the Philippines supported the proposals relating to the constitutional machinery for the supervision of freedom of association in paragraphs 11, 12 and 13, and also the proposals for a permanent survey by the Office of facts concerning freedom of association. There should not really be any objection to the Office's carrying out such a survey since part of such a survey, which should follow the lines of the McNair Report, must not be abandoned and must be the controlling factors in the factual survey, and from the moment a State became a Member of the Organisation it was committed not to raise obstacles in the way of freedom of association. In paragraph 23 of the document the Director-General proposed that he be authorised to draw upon information received under the allegations procedure for freedom of association. To ensure the complete impartiality of the Office in such a survey, however, it should never draw upon such information because the matters involved in allegations were highly contentious and the Office should not be implicated in them.

Mr. Yū said that the Chinese Government believed that progress was slowly being made under the present procedure and that it would be wrong for the I.L.O. to abandon the tripartite principle which was its special characteristic in its machinery for dealing with allegations. With the passage of time the I.L.O. had lost its homogeneity, and the heterogeneous elements in it must be persuaded, because they could not be coerced, to observe the I.L.O.'s fundamental principles.

He appreciated the effort made by the Director-General to present appropriate suggestions, and supported the proposals concerning the use of the regular constitutional machinery for the supervision of freedom of association and the factual survey into conditions relating to freedom of association. The McNair Report must not be abandoned and must be part of such a survey, which should follow the lines of the observations in the McNair Report.

Public opinion, as expressed through a free press, could carry more weight in these matters than any judicial tribunal. Governments should not always be the controlling factors in the factual survey, and if the I.L.O. was accorded the same advantages and consideration as the free press in respect of problems concerning social justice a survey of labour conditions by the I.L.O. would be of the greatest service to all nations.

Mr. Barboza-Carneiro thanked the Director-General for having eased the Governing Body's task. He agreed with him that it was in the interests of the Organisation to keep up to date a survey of the freedom of association situation in the various member States, and he assured Sir Alfred Roberts that in this task the Director-General would receive the necessary co-operation from the Brazilian authorities.

His sole object in making his previous and present remarks was that the I.L.O. should keep on solid ground and not ignore political realities. With that object in mind he suggested that, as a result of the Director-General's withdrawal of his proposals for independent machinery for the adjustment of disputes, certain amendments would be desirable in the rest of the document. Generally speaking, all references to the proposals in the withdrawn section of the document should be removed from the remaining text, in particular the last sentence of paragraph 18 and paragraph 19 as a whole. The essence of paragraph 19 was already more happily expressed in paragraph 24, which he accepted in its present form. It might also be as well to redraft the whole of paragraph 20, but if that were not done, at least to delete its last sentence. If the Director-General could accept these suggestions Mr. Barboza-Carneiro would be able to vote in favour of the proposed factual survey.

Mr. Arutiunian said, in connection with the proposed reference to the special position of federal States to be inserted in paragraph 14, that no such reference was necessary, since paragraph 7 of article 19 of the I.L.O. Constitution satisfactorily covered the matter. If this suggestion were accepted he would not develop his point of substance, which was briefly that federal States did not fulfil their responsibilities under the Constitution and wished to avoid their obligations to remove obstacles to trade union freedom.

He had asked the Director-General several questions but had not received a reply. Perhaps the Director-General could now give some indication of the effects of the Conference resolution appealing to
countries to revoke anti-trade union legislation and to ratify the Conventions relating to freedom of association, and of the position in respect of new legislation since the adoption of the McNair Report. He took it that the Director-General's silence on his question as to whether the factual survey could cover company unions, pressure by employers and related matters meant consent, and, if so, he would be satisfied.

There appeared to be an attempt to bury the McNair Report because it had unexpectedly disclosed widespread infringement of trade union rights in various countries. The report was of great use and had been referred to in the I.L.O. activities and should be published. It could not be set aside as merely revealing a legal situation and not the factual situation, since legislative provisions must inevitably determine the factual situation to some extent. Perhaps the Director-General would give a clear reply on the publication position.

Apparently, the Committee on Freedom of Association was to continue to operate; if so, it would have to be modified so as no longer to be used as a weapon in the cold war. Such modifications could alter the attitude of certain governments and organisations to it, but he did not have high hopes in this respect. Something would also have to be done about the Fact-Finding and Conciliation Commission which had been stillborn, although the Freedom of Association Committee was its appendage.

After the withdrawal of the third part of the Director-General's proposals there remained the proposals to strengthen the regular constitutional machinery, with which he agreed, and the proposals for a factual survey. Such a survey would have meaning only if the facts already accomplished by the McNair Committee were given due attention in it. The Soviet Union had no fears with regard to the revelation of the factual situation there; it regularly opened its doors to missions by trade union organisations of all—and by no means predominantly Communist—trends and had invited the Director-General to the Soviet Union where it was to be hoped that he would see the trade union situation with his own eyes. The multiplicity of such contacts would help to dispel current misunderstandings. The Workers' group of the Governing Committee had also been invited individually but had not taken up the invitation. However, a factual survey must be carried out objectively; international civil servants were supposed to be objective but could not help being influenced by their background. Therefore Soviet citizens and not exclusively nationals of other countries must be associated with the survey. If those considerations were accepted he would be in favour of the second part of the Director-General's proposals.

Sir Alfred Roberts said, in relation to some of Mr. Arutjunian's remarks, that what the McNair Report had revealed was largely the legal situation. The Workers' group would have no objection to it, but he did not have high hopes in this respect. Something would also have to be done about the Fact-Finding and Conciliation Commission which had been stillborn, although the Freedom of Association Committee was its appendage.

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Mr. Waline, in connection with Mr. Arutjunian's comments on the Fact-Finding and Conciliation Commission, asked the Director-General whether he could inform the Governing Body of the results of its decisions at the last session that the Government of the U.S.S.R. and the authorities in Budapest be asked whether they agreed to have the relevant cases referred to the Fact-Finding and Conciliation Commission.

In the coming vote the Employers understood that the parts of the document on which an actual decision was required would be paragraphs 11 to 14, relating to the regular constitutional machinery, and paragraphs 15 to 26, relating to the proposed factual survey.

Without prejudice to Mr. Parker's position the Employers' group in general believed that, while it was not the proper role of the Governing Body to appeal to governments to ratify Conventions, those mentioned in paragraph 14 were of a rather special and quasi-constitutional nature. They would therefore not oppose this particular proposal.

The Employers would also support the proposals for the factual survey in paragraphs 15 to 26, although they were less optimistic than the Workers' group as to the likelihood of obtaining information from States which had something to hide.

Mr. Shaw asked the Director-General whether, after the vote had been taken, some definite indication could be given as to when the promising new line of approach embodied in the proposals now withdrawn for independent machinery for the adjustment of disputes could be taken up again.

He protested against Mr. Arutjunian's slighting and misleading remarks about the role of federal States, the record of whose real implementation of I.L.O. standards compared very favourably with that of other Members. Their obligations were clearly defined under the Constitution and no document adopted by the Governing Body could affect their position.

Mr. Wilkins proposed that in paragraph 14, at the end of the first sentence, after the words "Conven­tion, 1949," the following words be added: "it being understood that federal States will be requested to deal with this matter in accordance with the I.L.O. Constitution.”

Mr. Haythorne seconded this proposal.

Mr. Arutjunian, as a subamendment to Mr. Wilkins's amendment, that in Mr. Wilkins's text the words "as well as all other member countries" be inserted after the words "it being understood that federal States.

Mr. Ago said that he would be obliged to vote against both amendments. Mr. Arutjunian's subamendment was pointless, since Members could not be asked to act in any way other than in accordance with the Constitution; and if Mr. Wilkins's amendment were adopted the impression would be given that only federal States were obliged to act in accord-
Mr. Ramadier said that it would in any case be understood that ratification would be governed by the provisions of the Constitution, so that the Governing Body was discussing and might possibly be going to vote on a matter of no substance.

Mr. Troclet said that the adoption of Mr. Arutunian’s amendment would really negate Mr. Wilkins’s amendment. This fact confirmed that neither the amendment nor the subamendment was desirable.

Mr. Arutunian agreed with Mr. Ago’s remarks and offered to withdraw his subamendment if Mr. Wilkins would withdraw his amendment.

Mr. Wilkins maintained his proposal.

Mr. Guessous supported the proposals in the first and second parts of the document. As there was agreement on the withdrawal of the third part and on the maintenance of the Governing Body’s Committee on Freedom of Association, he suggested that the Committee might hold a special meeting to consider its own procedure and report thereon to the Governing Body.

Mr. Ramadier supported this suggestion.

The Director-General, replying to various observations made by Mr. Arutunian, said in the first place that the McNair Report had already received considerable circulation in that it had been distributed to all member States, to the trade union movement, to employers’ organisations and to the main libraries throughout the world. It was now in process of being printed for general distribution in the Official Bulletin. If the Governing Body wished it to be printed in larger numbers and receive still wider distribution it would have to be handled outside the normal printing programme, since to print it with all its annexes would be extremely expensive. He would willingly arrange for this to be done if the U.S.S.R. and other governments were prepared to accept the financial implications, and he would submit definite figures to the Financial and Administrative Committee.

Secondly, the proposed factual survey would disclose all facts involving violation of trade union rights as established in I.L.O. Conventions and standards. That should cover Mr. Arutunian’s question with regard to company unions and related matters. As was indicated in the document, however, the primary problem was rather the elucidation of government attitudes to the trade union movement and the extent to which they controlled or suppressed it. Other aspects were really peripheral and he asked Government representatives to bear this in mind when taking their decision. It was difficult to give statistics of the repeal or enactment of trade union legislation subsequent to the McNair Report until he had the Governing Body’s authority to carry out just such a factual survey as was proposed in the document. The collecting of such information was indeed part of the purpose of the proposals.

With regard to the selection of the Office staff to carry out the surveys, he would as a matter of principle apply the normal standards and insist that the staff deal impartially, regardless of their background, with all the problems that arose and that the facts be sifted and checked to ensure as objective and scientific a result as possible. Unless the Governing Body were to give him clear and precise instructions as to the way in which survey missions were to be composed, however, he could not accept any understanding that standards other than the normal personnel standards should be applied and that survey teams should, for example, be representative of every different political tendency. In any case, such an arrangement might exacerbate rather than improve the situation.

Since the 1957 Session of the Conference the Right of Association (Agriculture) Convention, 1921 (No. 17) had been ratified by Australia; the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) had been ratified by Egypt and Luxembourg; and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) had been ratified by Indonesia and Luxembourg. This information did not include ratifications just prior to the 1957 Session of the Conference.

Finally, he felt bound to explain that the purpose of his visit to the U.S.S.R. was not to make a study of the trade union movement, but to make contacts for the first time in the normal way with the Government and other elements of the community, as was done in the case of other countries. If the proposals in the second part of the document were approved by the Governing Body and by Mr. Arutunian it would be possible for a proper mission to go to the U.S.S.R. for the purpose of making the kind of study that might lead to greater understanding and better relations.

The Governing Body must realise that the second part of the document was just as important as the third part which had been withdrawn and involved similar problems. If it approved the proposals for the factual survey it would at the same time be approving the principle that there should be consent by the governments of Members of the Organisation for Office survey teams to visit countries for the purpose of getting the facts; this included all territories, colonies and other areas which were under the control of member States. This was a matter of policy on which the Governing Body should take a clear decision, without leaving the Director-General to deal separately with member States after the decision had been taken.

In reply to Mr. Barboza-Carneiro he said that naturally the consequential deletion in the rest of the paper of superfluous references to the proposals in the withdrawn third part of the document would be attended to. Mr. Barboza-Carneiro’s other points were matters for the Governing Body to decide.

In answer to Mr. Shaw he thought that it would be best if they were agreed to leave the withdrawn proposals to be considered in the light of circumstances when different or the Governing Body decided to the contrary, without fixing any definite date for their resubmission.

Mr. Barboza-Carneiro formally proposed the deletion of the last sentence of paragraph 18, the deletion of the whole of paragraph 19, and the deletion of the last sentence of paragraph 20.

The Chairman said that he would take a series of votes relating to the following matters in the order stated. The first proposal to be voted on would be Mr. Arutunian’s subamendment to Mr. Wilkins’s amendment to paragraph 14. The next vote would relate to Mr. Wilkins’s amendment. The next vote would be on the proposals in paragraphs 11 to 14 of the Office document either as
amended or in their original form. Mr. Barbosa-Carneiro's proposed amendments to paragraphs 15, 19 and 20 would then be put to the vote separately. Then the Governing Body would vote on paragraphs 15 to 26 of the Director-General's proposals, on the understanding that the Governing Body's approval of them would cover their application to the colonies, non-metropolitan territories and other territories of member States for whose international relations they were responsible. Paragraphs 27 to 38 and 40, 41, 43 and 44 had been withdrawn by the Director-General and would not be voted upon. The Governing Body would finally vote on the proposal that the Committee on Freedom of Association hold a special meeting to consider its procedure and report thereon to the Governing Body.

The Governing Body took note of paragraphs 1 to 10 of the Office document.

By 3 votes to 22, with 14 abstentions, the Governing Body rejected the sub-amendment moved by Mr. Arutiumian to insert the words "as well as all other member countries" after the words "federal States" in the amendment proposed by Mr. Wilkins for insertion at the end of the first sentence in paragraph 14 of the Office document.

By 14 votes to 7, with 18 abstentions, the Governing Body adopted the proposal of Mr. Wilkins to insert at the end of the first sentence in paragraph 14 of the Office document the words "it being understood that federal States will be requested to deal with this matter in accordance with the I.L.O. Constitution".

By 38 votes to 0, with 1 abstention, the Governing Body approved the proposals in paragraphs 15 to 26 of the Office document, as amended in respect of paragraph 14.

Mr. Kaite said that, as the Japanese Government was awaiting the conclusions of a tripartite committee concerning the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), he had not voted on paragraphs 11 to 14 of the document in order to avoid prejudicing his Government's position.

By 4 votes to 28, with 6 abstentions, the Governing Body rejected the proposal by Mr. Barbosa-Carneiro to delete the last sentence of paragraph 18 of the Office document.

By 1 vote to 30, with 6 abstentions, the Governing Body rejected the proposal by Mr. Barbosa-Carneiro to delete paragraph 19 of the Office document.

By 1 vote to 28, with 8 abstentions, the Governing Body rejected the proposal by Mr. Barbosa-Carneiro to delete the last sentence of paragraph 20 of the Office document.

By 35 votes to 0, with 4 abstentions, the Governing Body approved the proposals in paragraphs 15 to 26 of the Office document.

Mr. Robertson said that he had abstained in the vote on paragraphs 15 to 26 because of the two reservations made by the United Kingdom Government earlier in the debate concerning the scope of the factual survey and the proposal to send missions for on-the-spot inquiries. As the latter point in particular had not been met he had been obliged to maintain the reservation of his Government.

In connection with the extension of the scope of the survey to non-metropolitan territories, in view of the constitutional relationship between the United Kingdom Government and its non-metropolitan territories it would be necessary for his Government to consult with those territories before agreeing to any arrangements directly concerning them.

Mr. Merani referred to certain specific points that he had raised at the beginning of the debate. He had felt obliged to abstain in the vote on paragraphs 15 to 26 in the absence of information on the extent to which it would be possible in actual practice for his suggestions to be included in the scheme when finally introduced.

Mr. Bocobo said that he had voted in favour of the proposals in paragraphs 15 to 26 in the hope that the Director-General would give careful consideration to his suggestion relating to paragraph 23, namely that the Office should never draw for the factual survey upon information received under the allegations procedure.

Mr. Arutiumian said that he had voted in favour of the proposals in paragraphs 15 to 26 because in general he always tried to support any proposals which were favourable to the development of international co-operation in the I.L.O. and in the hope that the Director-General, in order to create an atmosphere of confidence, would take account of his observations. His suspicions would, however, be revived if that were not the case.

Mr. Majid said that he had voted in favour of the proposals in paragraphs 15 to 26; the Government of Pakistan also hoped that the proposals which the Director-General had withdrawn would receive a favourable vote in the Governing Body in the near future.

The Governing Body noted that the Director-General had withdrawn the proposals concerning independent machinery for the adjustment of disputes in paragraphs 27 to 42 of the Office document until such time as it should be the general view of the Governing Body that they should be brought forward again.

By 39 votes to 0, with no abstentions, the Governing Body approved the proposals concerning special inquiries and technical assistance in paragraph 42 of the Office document.

The Governing Body took note that paragraphs 43 and 44 of the Office document concerning consultation with the United Nations and review of procedure had also been withdrawn by the Director-General, consequential upon the withdrawal of the sections of the document dealing with the proposed independent machinery for the adjustment of disputes.

The Governing Body took note of paragraph 45 of the Office document concerning the financial implications of the proposals.

Proposal concerning the Procedure of the Committee on Freedom of Association.

By 36 votes to 0, with 2 abstentions, the Governing Body decided that its Committee on Freedom of Association should hold a special meeting to consider the improvement of its procedure and report thereon to the Governing Body.

1 See above, Minutes of the Second Sitting, p. 15.
2 See above, Minutes of the First Sitting, p. 10.
Mr. Ribeiro da Cunha, speaking as the Government representative on the Governing Body delegation to the meeting of the Committee of Experts on Social Policy in Non-Metropolitan Territories, said that the meeting had been a great success and that a remarkable contribution had been made by the new experts selected in consultation with the Workers’ and Employers’ groups of the Governing Body. The Office documentation had also been excellent. He hoped that the Director-General’s proposals under another item on the agenda for the establishment of an African Advisory Committee would lead to work as fruitful as that of the Committee of Experts on Social Policy in Non-Metropolitan Territories, and urged the Governing Body to take the action proposed in paragraph 4 of the Office covering note.

Mr. Ruppert thought that the report of the Committee of Experts would be most valuable for future I.L.O. activities in Africa. On points of detail, he would have liked to see a reference to the I.L.O. Constitution in paragraphs 17 and 18 dealing with the social objectives of economic development. The primary aim of economic policy in Africa should be the organisation of inland markets by a well-balanced development of the cultivation of food crops, the export of mineral resources, manufacturing and cottage industries, and finally trade relations, with a view to securing for the whole population the satisfaction of their essential needs and a decent standard of living. In relation to paragraphs 19, 20 and 21, dealing with the allocation of resources, he drew attention to the valuable “Manifesto for African Workers” adopted by the Council of Trade Union Organisations in the French Union in June 1957. In connection with the reference in paragraphs 34 and 35 to the constructive part to be played by leaders of the trade union movement in Africa in the consideration through the I.L.O. of current problems of labour and social policy, he pointed out that in the future representatives from the area under discussion might be able as members of the Governing Body to speak for themselves on the matters concerning them.

Sir Richard Snedden agreed that the report was a valuable document. Because it was in the nature of a blueprint for the future activities of the Office in respect of Africa the following detailed points might be borne in mind. Concerning paragraph 20, world market prices of African exports were not a fit subject for I.L.O. activity. The system of priorities mentioned in paragraph 21 was welcomed; in particular there was little point in setting up a labour inspection service until there was a labour force to inspect. Paragraphs 22 and 26 perhaps overstressed the wage incentive; in Africa the workers attached great value to adequate leisure. In connection with paragraph 30 it was not certain that the two major Freedom of Association Conventions had been drafted with the type of territory covered by the report in mind, even though their constitutional status might change. On paragraph 33 experience led to the belief that it was in the long-term interests of the unions themselves for there to be some system of registration and even supervision. He agreed with paragraph 36 on employers’ organisations. He endorsed the considerations in paragraph 45; it was desirable that non-metropolitan territories should continue their obligations under international labour Conventions when they attained self-government. Paragraph 59 on wages policy was acceptable, but the process would have to be gradual. Paragraph 70 exaggerated the length of actual hours of work, particularly in agriculture and on plantations. Paragraph 72 could have been more strongly worded to the effect that such exploitation of children as existed was almost invariably confined to family undertakings. Paragraph 78 relating to occupational safety was correct with its emphasis on continuous supervision by management. In connection with paragraph 82 systems of workmen’s compensation already applied to agricultural workers in Kenya and East Africa. On paragraph 89, relating to workers’ housing, it was only reasonable that when houses were provided by employers there should be some safeguard to ensure that when the worker left that employment the housing would be available for other workers employed by the same undertaking. On paragraph 95 experience had shown that some government supervision of the co-operative movement was essential in such territories. He wholeheartedly endorsed the statement in paragraph 101 that the future depended fundamentally on the African’s wishes, his resolution and his decision whether he preferred to retain his own way of life and culture with all its achievements and directions, including its emphasis on leisure, or whether he considered that the fruits of modern civilisation made worth accepting some of the standards which had alone made it possible.

Mr. Erban asked what was intended by the phrase “governments concerned” in the proposal in paragraph 4 of the Office covering note, taken in conjunction with the penultimate sentence of paragraph 100 of the report referring to the desirability of drawing freely on the experience of industrially more developed countries for the benefit of Africa.

Mr. Mein said that the Workers’ group considered the report to be excellent and would support the proposal in paragraph 4 of the Office covering note. The Office documentation had been extremely valuable and he shared the hope of the Committee that it would be published when the observations of the experts and governments had been taken into account. It was also heartening to see that the Committee had not neglected the part to be played by the trade union movement. In this connection, it was to be hoped that the African trade union movement would not be split and weakened by the denominational schisms which had occurred in Europe. The report rightly drew attention to the need for qualified trade union leaders, which the proposed African Field Office should go some way to meet.

In connection with the part of the report dealing with industrial relations, priority must be given to adequate remuneration, without which workers could not be encouraged to pursue their vocational training and maintain employment.

Contrary to what was implied in the report, the Workers’ group considered that trade unions were entitled to take an interest in politics; what was
important was that the political line they followed should be in complete independence of governments and employers. In connection with housing, the workers would like to see building societies or cooperatives encouraged.

When the African Advisory Committee was established it would be desirable for its meetings to be held in Africa more frequently than those of the Committee of Experts had been. There was great publicity value in discussing problems in the places where they arose.

The Director-General said, in reply to Mr. Erban, that the intention in the proposal in paragraph 4 of the Office document was that the report should be transmitted in accordance with the regular procedure to the African governments, both self-governing and non-self-governing.

The debate was adjourned to the next sitting.

The sitting closed at 12.55 p.m.

E. Calderón Puig.
with good will. It might not be inappropriate to consider the political powers and the administrators in the various metropolitan territories. There was reason to hope that the metropolitan powers would bring its competency to play in Africa, to help improve living standards and ensure the dignity of the human person. It was a token of the I.L.O.'s far-sighted initiative that there were before the establishment of the I.L.O. Field Office in Africa and the creation of an African Advisory Committee. The governments to which it was proposed to transmit the report were mainly those of the colonial powers, both of the metropolitan territories, especially those belonging to the United Nations Charter, would receive the report with good will. It might not be inappropriate to transmit the report to the Secretary-General of the United Nations as well. It could also be of great help to the authorities in countries which had recently attained political independence in their efforts to continue the constructive social policies of the former governments.

Mr. Nasr drew the attention of the Governing Body to three observations relating to paragraphs 32, 33 and 40 of the report. In paragraph 32 the view was expressed that it was the duty of governments to give assistance to trade unions in the early stages of their development, but that such help must not turn into interference. This point should be stressed because in countries under foreign domination the development of trade unions was often a political as well as a social problem and it was probable that the government of any outside power, whatever its intentions, would be reluctant to strengthen the social organisations, whether trade unions or not, of a non-metropolitan territory. Paragraph 32 should, therefore, have been worded slightly differently to stress the fact that the economic and social development of non-metropolitan territories should be encouraged even though the strengthening of trade unions might have political effects. Again, paragraph 33 indicated that trade union leaders would be expected to show disinterested devotion to the industrial interests of the members. This was asking a little too much, because the leaders of any social movement were bound to be interested not only in the social life of their group but also in the political and social well-being of their country as a whole. It must be accepted that in developing social leadership in non-metropolitan territories political leadership was also being fostered. Conversely, according to paragraph 40 the labour department officials in non-metropolitan territories, who inevitably represented the colonial power, should be required to think only, in the carrying out of their duties, of the welfare of the workers over whom they had authority. Here again account must be taken of the fact that such officials, whatever their intentions, would tend to safeguard the interests of their own countries.

Mr. Wilkins associated the Government of the United States with the expressions of appreciation for the Committee's work. The report, which would be a most valuable basis for the further work of the I.L.O., would be helpful not only to the governments directly concerned but also to the peoples of Africa who were assuming increasing responsibilities.

Sir Guildhaume Myrddin-Evans associated the United Kingdom Government with the members of the Governing Body who had expressed their appreciation of the work of the Committee, which boded well for the future activities of the I.L.O. in Africa.
He agreed that the report should be transmitted as proposed to the governments and other bodies concerned. At this stage, however, no impression should be given that the Governing Body necessarily endorsed every point brought out in the report, and he hoped that the Director-General would make that clear in transmitting the report to governments.

Mr. Merani suggested that the report should be transmitted not only to the governments concerned but to the governments of all Members of the I.L.O.

The Chairman said that the necessary arrangements would be made.

Mr. Ruppert, in reply to a previous speaker ¹, said that if the African workers desired to have a religious basis for their social and economic action, the Governing Body must recognise that fact and not criticise it. It was the convictions of the African workers themselves that counted, and they need not prejudice the unity of action of the working class in any way.

Mr. Arutjunian stressed that racial discrimination against workers was widespread in many African territories. In preparing an African labour survey the I.L.O. would be drawing its information mainly from the various departments of colonial administrations. Bearing Mr. Nasr’s observations in mind it was important that the I.L.O. survey should not tend towards furthering the interests of the colonial powers rather than the true interests of the workers in the area concerned.

He had been particularly surprised by the artificial division of Africa into two parts, and by the fact that the report concerned only Africa south of the Sahara. Such subdivisions did not exist in other regional arrangements. The idea was no doubt connected matters.

Mr. Arutjunian continued, admitting that the report did not completely evade questions of concern to the local African population; it contained a series of recommendations concerning discrimination, the application of I.L.O. Conventions to non-metropolitan territories, and the need for strengthening the trade union movement, the implementation of which could make an effective contribution to improving the situation in the territories concerned. But many paragraphs betrayed the paternalistic tendencies so characteristic of the I.L.O.’s proposed activities in Africa. The report referred in particular to the need for ensuring the political conditions which would attract foreign capital—hence assisting to maintain colonial domination—and to attract settlers, whereas the land available was already inadequate and indigenous populations were being driven off it. This approach was too vague and abstract, and was too much in line with the interests of the colonial powers; it would be likely to predominate in the I.L.O.’s activities if they were confined to the area artificially bounded on the north by the Sahara.

The report should therefore be revised and care should be taken to see that the African Labour Survey which was being prepared by the Office should be really objective. The positive recommendations which were being prepared by the Director-General should be directed towards a radical improvement of the situation of African workers and the elimination of racial discrimination in the field of employment.

Whatever its composition the proposed African Advisory Committee should include, alongside the representatives of colonial administrations, representatives of the indigenous populations, in spite of the difficulty the latter would find in nominating representatives fully capable of safeguarding their interests; stronger representation should be given to trade union organisations. As the problem of African questions in the I.L.O. was very complex, it would be advisable to seek the views of all the African countries on the matter.

Sir Alfred Roberts said that the Workers’ group, like the Employers’ group, had not yet examined the proposals for the establishment of an African Advisory Committee; it was unfortunate that Mr. Arutjunian’s remarks had been mainly directed to those proposals.

On behalf of the Workers’ group he formally protested at the fact that the report under discussion had not been reproduced in Spanish. The same applied to the reports of the Meeting of Experts on the Prevention of Accidents Due to Fires and Electricity Underground in Coal Mines and of the Meeting of Experts on Radiation Protection. This meant that the Spanish-speaking members of the Workers’ group had not been able to study these reports.

The Chairman said that the Office had apologised to him for the fact that pressure of work had prevented the submission of Spanish versions of these reports to the Governing Body. Spanish translations would, however, be transmitted to governments in due course.

Mr. Arutjunian said, in connection with the objections raised by Mr. Waline and Sir Alfred Roberts, that he had not been the only speaker to link the report of the Committee of Experts with the proposals for the establishment of an African Field Office. Other speakers had made general references, however, whereas he had tried to get to the heart of the matter, and that was what had displeased his critics.

¹ See Minutes of the Third Sitting, p. 22 (speech of Mr. Mori).
Mr. Mőri agreed with Sir Guildhaume Myrddin-Evans that members of the Governing Body could not take responsibility for a report of a committee of experts. That was why he had felt able to say in his original remarks ¹ that in paragraph 30 the report might have mentioned religious denomination among the factors to which regard should not be had in developing trade unions. Since he had been criticised for that remark he must stress how unfortunate he considered it to be that the trade unions in Africa reflected the same sort of dispersion of effort as in Europe, whereas the situation in Africa was so very different. The fact was there and had to be faced, but it was not a matter for rejoicing in the case of a continent where much greater trade union unity was needed than in Europe because it was at the beginning of an era of construction which called for the maximum concentration of influence on the part of the trade unions. Moreover, the denominational trade unions had by no means a monopoly of religious faith, since the free trade union organisations, at least in Switzerland, consisted of from 80 to 90 per cent. of religious believers, even when they were described as Socialist.

Mr. Arutiumian said that he could not approve the report and would abstain on the proposals in paragraph 4 of the Office covering note.

Subject to the abstention of Mr. Arutiumian, the Governing Body authorised the Director-General to transmit the report of the Committee of Experts on Social Policy in Non-Metropolitan Territories to governments, informing them that it had not endorsed the detailed content thereof.

EIGHTEENTH ITEM ON THE AGENDA

Report of the International Organisations Committee

Proposed Communication from the Governing Body to the Economic and Social Council concerning Co-ordination and Concentration of Effort.

Mr. Wilkins repeated the reservations of the United States Government concerning paragraph 23 of the proposed communication, as stated in paragraph 8 of the report. He would abstain on the proposal in paragraph 10 of the report.

Subject to the abstention of Mr. Wilkins, the Governing Body adopted the proposal in paragraph 10 of the report and accordingly approved the text of the communication to the Economic and Social Council.²

United Nations Special Projects Fund.

Sir Alfred Roberts said that the Workers’ group agreed with the proposal in paragraph 14 (a) and proposed that the Governing Body also endorse, under paragraph 14 (b), the views which the Director-General proposed to put before the Preparatory Committee of the United Nations concerning the possible contribution of the I.L.O. to the achievement of the purposes of the Special Fund and concerning organisational arrangements, instead of merely

¹ See Minutes of the Third Sitting, pp. 22-23.

Mr. Wilkins approved the proposal in paragraph 14 (a) but opposed Sir Alfred Roberts’s proposal relating to paragraph 14 (b), as the United States Government had not received the document in time to formulate its policy.

Mr. Shaw said that the position of the Australian Government was similar to that stated by Mr. Wilkins.

Mr. Arutiumian considered that the Governing Body should formally endorse the Director-General’s proposals. The establishment of the Special Fund created wider opportunities of helping under-developed countries to develop economically in full independence.

Mr. Merani said that in the view of the Indian Government the Special Fund should have no connection with the United Nations Technical Assistance Committee; allocations to and recommendations by the Fund should not be relegated to any sub-committee; the Fund should give assistance in technical development leading up to capital development; provision should be made within the Fund for building up a reserve for loans for projects. While emphasising the separate identity of the Fund he would have no objection to the Director-General’s using field workers of other United Nations agencies where required.

Mr. Haythorne said that he was in the same position as Mr. Wilkins. He would have no objection to the Director-General’s expressing his views on behalf of the I.L.O., but he could not commit the Canadian Government to them.

Mr. Waline said that, while he had no objections to the Director-General’s taking part in the current negotiations on the Special Fund through the Deputy Director-General, the Employers’ members did not quite understand to what responsibility the I.L.O. would be committing itself in taking part in the preliminary discussions. It appeared that at the beginning the assistance provided by the Fund would be predominantly financial, and thus outside the I.L.O.’s competence. It was only after projects had been got under way that technical assistance for which the I.L.O. was properly qualified would begin to operate.

The Director-General, in reply to Mr. Waline, said that the project was one in which the I.L.O. had a great interest and an important role to play. The conception on which it was based was that of pre-investment in underdeveloped countries for the purpose of furthering their economic development. There would be need therefore for the I.L.O. to undertake important surveys covering the subjects of vocational training, manpower and productivity which were absolutely essential for pre-investment planning by underdeveloped countries. If, because governments had not yet taken a firm decision, the Governing Body was not able to express a clear view at this stage on the I.L.O.’s position, as set out in Annex A to the report and referred to in paragraph 14 (b), it would be preferable not to press that statement to the point where the impression might be given that there was a division of opinion in the Governing Body which perhaps did not really exist. In any case, the views expressed in the Gover-
ning Body would be taken into account in the discussions which the Deputy Director-General was attending in New York. It was, however, very important that the Governing Body should endorse the proposal in paragraph 14 (a) and thereby emphasise the importance it attached to paragraph 3 of the Assembly resolution setting up the Special Projects Fund in terms which expressed the doctrine which had hitherto motivated all the I.L.O.'s activities in this field.

Sir Alfred Roberts said that in view of the Director-General's explanation he withdrew his proposal. Its purpose had been to strengthen the Director-General's position in case of difficulties which might arise in connection in particular with the proposed organisational arrangements, dealt with in paragraph 29 and onwards of the proposed statement of I.L.O. views.

The Governing Body adopted the proposal in paragraph 14 (a) and took note of paragraph 14 (b) of the report.

European Convention concerning Social Security for Migrant Workers.

Mr. Troclet associated himself with the statement made in the Committee by the Italian Government representative and thanked the I.L.O. for its valuable contribution to the preparation of the Convention. This assistance had made it possible to reach a very satisfactory solution which would enable further progress to be made at a later stage.

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

Proposed Agreement with the League of Arab States.

The Governing Body adopted the proposal in paragraph 18 of the report.

Relations with the Western European Union.

Mr. Arutiunian said that he would abstain on the proposal in paragraph 19 since it was doubtful whether the arrangement with the Western European Union was properly part of the I.L.O.'s activities under its Constitution.

Subject to the abstention of Mr. Arutiunian, the Governing Body adopted the proposal in paragraph 19 of the report.

General Information.

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

Request from the Committee of Ministers of the Council of Europe.

Mr. Erban considered that if the conference which it was proposed that the I.L.O. should convene in accordance with the agreement between the I.L.O. and the Council of Europe were to be called a European tripartite conference this would lead to confusion with the I.L.O. European Regional Conference proper. It was important that the title of the proposed conference should indicate that it would be attended only by the Western European Members of the I.L.O. Such a conference might well be convened by the Council of Europe rather than by the I.L.O., or, alternatively, the I.L.O. could hold a second European Regional Conference with the European Social Charter on its agenda. Such a conference should in any case take place in 1959 since the first European Regional Conference had been held as long ago as the beginning of 1955. However, if the I.L.O. did convene the proposed conference of members of the Council of Europe, its Standing Orders should be the same as those of the International Labour Conference, since it would be tripartite. The I.L.O. should not bear any financial responsibility for such a conference, particularly in view of the financial difficulties it encountered in trying to comply with requests for the convening of meetings which fell squarely within its own jurisdiction. He was opposed to the proposals in paragraphs 24 to 27 of the report.

Mr. Troclet urged the Governing Body to adopt the recommendations of the International Organisations Committee. It had long been established as a principle of the I.L.O. that the Office should lend its assistance to regional organisations of States Members and this very principle had just been followed in approving the proposed agreement with the League of Arab States. If a similar request were made by the Eastern European countries he would support it. It hardly seemed likely that there could be any confusion about the conference, the Council of Europe being a sufficiently well-known organisation.

He particularly welcomed the Committee's proposal that not only should the conference be convened by the I.L.O., but that it should be organised on a tripartite 2-1-1 basis. He agreed with Mr. Erban that it would help the conference procedurally if it applied the well-tried Standing Orders of the International Labour Conference; however, that would be for the conference itself to decide. The convening of such a conference should be without prejudice to the desirability of holding a second European Regional Conference of States Members of the I.L.O. at a later stage; such a conference would be convened by the Governing Body in the normal way and no confusion would be possible.

Mr. Nasr considered that if countries agreed among themselves to set up an inter-state organisation to pursue their own objectives, and carried out social activities in that organisation, it was in their interest to call upon the assistance of the I.L.O. and within the competence of the I.L.O. to give it. It was not for the I.L.O. to determine whether such an inter-state agreement was in the interests of all Members of the I.L.O. or only of some of them. In this connection he appreciated the action of the International Organisations Committee in recommending the Governing Body to approve the proposed agreement with the League of Arab States.¹

Mr. Erban, in reply to Mr. Troclet, said that he continued to believe that the phrase "trirpartite European conference" "was open to misinterpretation.

Mr. Arutiunian pointed out that a conference convened under the auspices of an organisation which covered only part of Europe could not be a European regional conference. In support of Mr. Erban's remarks he asked that the Director-General should prepare for the next session of the Governing Body proposals for convening a regular I.L.O. European Regional Conference, and he hoped that Mr. Troclet could support that request. He was not convinced by Mr. Troclet's arguments that the convening of

¹ See above.
the conference referred to in the Committee's report was a legitimate action by the I.L.O. He could see no parallel between the recommendations of the Committee concerning this conference and the proposed agreement with the League of Arab States, since the latter organisation recognised no such division in its area of the kind that exists in Europe. The parallel was rather to be drawn with the proposed African Advisory Committee, which would only cover territories south of the Sahara. It was perfectly proper, even with I.L.O. participation, for a conference on social questions to be convened for only some of the European countries, but in that case its title must clearly indicate what it was. The countries that wished to have such a conference should be responsible for all its financial implications, and he would have categorical objections to the use of I.L.O. funds—which included a U.S.S.R. contribution—to finance the convening of a conference connected with political organisations aimed at splitting Europe. “Little Europe” was not so little that it could not bear the cost of its own conference.

Mr. Ago said that there must be a clear distinction between the I.L.O. European Regional Conference, which was a matter for the I.L.O. itself and the convening of which was not on the Governing Body's agenda, and the European conference of a tripartite character which the International Organisations Committee recommended should be convened. The question of the convening of this latter conference arose from the co-operation of the I.L.O. with another international body, the Council of Europe—which it was incorrect to call “Little Europe”. The Council of Europe was a regional body with which the I.L.O. had entered into an agreement, properly approved by the competent bodies of the organisation, which had come into force on 23 November 1951 and the purpose of which was to co-ordinate the efforts of the two organisations, avoid overlapping and promote concentration of effort with a view to securing the most effective utilisation of their resources. Paragraph 2 of article 3 of the agreement provided that, whenever the Committee of Ministers of the Council of Europe deemed it necessary to hold a European regional meeting of a tripartite character to deal with matters of interest to the Council of Europe which were within the sphere of action of the International Labour Organisation, it should propose to the Governing Body of the International Labour Office that the latter convene such a meeting. This provision was designed to safeguard the special competence of the I.L.O. in social matters and it was in the clearest interests of the I.L.O. that it should be applied and that regional bodies should not work in isolation.

Mr. De Boch said that the workers of “Little Europe” attached the greatest importance to the convening of the proposed European conference of a tripartite character. The governments of the members of the Council of Europe had drafted a European Social Charter, not all the provisions of which were acceptable to the workers. If, thanks to the opportunity provided by the conference, the trade union organisations were able to make their views on the Charter known, they might succeed in getting its provisions modified, which was all the more desirable as the social policies of their various countries were likely to be influenced by it. The position taken by Mr. Arutiunian was therefore against the interests of the workers of Western Europe.

Mr. Arutiunian explained that he was not opposed to the convening of a conference of Western European countries on social matters, but to the convening, with the title of I.L.O. European Regional Conference, of a meeting which would include only the countries of Western Europe. If it was desired to convene such a conference it should be called “Conference of Western European Countries” and those countries should foot the bill.

The Director-General assured Mr. Arutiunian and Mr. Erban that all the points which they had raised would be taken into account in his further discussions with the Secretary-General of the Council of Europe. If the recommendation in paragraph 27 were adopted, he would consult further with the Secretary-General of the Council of Europe concerning the other arrangements for the conference and report to the Governing Body on the result. The "other arrangements" covered practically all the points that had been raised during the discussion, including the question of the title of the conference, which could easily be settled to the satisfaction of all members of the Governing Body. In any case, the Governing Body would be able to discuss all these matters again when he made his further report.

Subject to the dissent of Mr. Arutiunian and Mr. Erban, the Governing Body adopted the proposals in paragraphs 24 to 27 of the report.

Fourth Item on the Agenda

Report of the Asian Advisory Committee (Eighth Session, New Delhi, 11 and 12 November 1957)

Mr. Shaw supported the proposal in paragraph 8 of the Office covering note, concerning conditions of work in inland transport, to the effect that the governments concerned be invited to supplement the information submitted to the Office and that the Director-General consider what further action should be taken on the lines of resolution No. 46 adopted by the Inland Transport Committee at its Fourth Session (Nervi, Genoa, 1951), which recommended that an I.L.O. mission should visit Asia to examine the application of the I.L.O. Conventions and Recommendations applicable to the inland transport industry. He also supported the proposals for the agenda of the Ninth Session of the Asian Advisory Committee.

Mr. Kaito, as a member of the Committee, said that the items on its agenda, namely the social aspects of economic development programmes in Asia, vocational training, conditions of work in inland transport and vocational guidance, had been too wide and vague for discussion in two days. Some lay outside the I.L.O.’s competence, and others could better have been discussed in a seminar. He would therefore abstain on the agenda of the Ninth Session of the Asian Advisory Committee, which also included subjects that were too wide. It was to be feared that the I.L.O.’s authority was likely to be damaged if it continued to deal with the important problems of Asia in this way. While he warmly supported the establishment of the African Advisory Committee, it was noteworthy that the proposed credit for it was six times as large as that for the Asian Advisory Committee, and that it
was proposed that it should meet in Africa for two weeks, whereas the next session of the Asian Advisory Committee was to be held for only two days in Geneva. The Japanese Government was reluctant to support continuation of the Asian Advisory Committee in its present form.

Mr. Majid said that the Government of Pakistan supported the proposals in paragraphs 8 and 11 of the Office covering note, but would have liked to see proposals by the Office on the Committee's suggestions relating to seminars on various matters and to further studies on self-help in community development.

Sir Guildhaume Myrdän-Evans, referring to the proposals in paragraph 8, asked whether it was intended that governments would first be invited to examine the information available and that the Director-General would give consideration to further action only after they had submitted supplementary observations.

Mr. Merani supported the proposals in the Office note. The Committee might well consider Mr. Kaite's observations when it undertook the review of its activities which was the first item on the agenda of its Ninth Session.

Mr. Ambekar, referring to the second of the proposed items for the agenda of the Ninth Session of the Asian Advisory Committee (programmes for raising productivity in Asian countries), said that the workers considered that increased productivity ought to raise their standard of living. If their own productivity was increased without social safeguards and without increased efficiency on the part of management, their efforts would be wasted. The advance of technological development made it essential to improve management, and that was why it had been requested that the document to be prepared by the Office should also cover managerial efficiency.

The Committee might well consider Mr. Kaite's observations at its next session during the review of its activities.

The Workers' group supported the proposals in the Office document.

Mr. Arutunian said that he had no objection to the proposals in the document and appreciated the knowledge the Committee had brought to bear in discussing problems of concern to Asian workers. The Soviet Union, as an Asian as well as a European country, was keenly interested in the work of the Asian Advisory Committee. He supported Mr. Ambekar's remarks on increased productivity and stressed the importance of regarding the improvement of wage and living conditions as the real goal of productivity increases.

Mr. Mishiro drew the Governing Body's attention to the vagueness of the second of the proposed items for the Ninth Session of the Asian Advisory Committee (programmes for raising productivity in Asian countries). This was a very wide subject both technically and socially. He therefore proposed that the words "programmes for" be replaced by the words "labour-management relations with reference to".

Mr. Kaite, in reply to Mr. Merani, said that an impartial review of the value of the Committee's work could be carried out only by an outside body with supervisory powers, namely the Governing Body itself. He hoped that a decision would be arrived at on the continuation or discontinuation of the Asian Advisory Committee before further decisions were taken about its work.

Mr. Ahmad opposed Mr. Mishiro's amendment because labour-management relations had been discussed under the third item of the agenda of the Fourth Asian Regional Conference. The item as worded in the document had been suggested by the Asian Advisory Committee itself.

Mr. Merani urged that the proposed second item for the Ninth Session of the Asian Advisory Committee be adopted as worded in the document. Labour-management relations were important in relation to productivity, but the question of increasing productivity covered a much wider field, of which labour-management relations were only a part.

Mr. Bocobo supported the proposals as in the Office document. The fact that the items for the agenda of the Ninth Session were wide should encourage the Asian Advisory Committee to greater efforts.

The Director-General, in reply to Mr. Kaite, said that he tried to take as active an interest in the affairs of Asia as in the affairs of Africa, but that the initiative in such matters must essentially come from members of the regional committees themselves, with whom lay the responsibility for making their wishes clear. The document to be prepared by the Office for the Committee's review of its activities would be completely factual; unless the Governing Body decided to the contrary, the Committee's review would be followed by both an appraisal and an examination by the Governing Body, since the Committee itself was only advisory.

In reply to Mr. Majid, the studies on the promotion of self-help fell within the regular framework of Office activity and would be carried out in due course when the programme of work permitted. Separate proposals for seminars would be laid before the Governing Body at a later stage.

In connection with paragraph 8, Sir Guildhaume Myrdän-Evans's understanding was correct in that the steps proposed would be taken successively. As regards paragraph 9, the reports of the Asian Regional Seminar on Vocational Guidance had been processed and would be circulated to governments in the normal way. When the matters came before the Governing Body for decision the remarks of Mr. Ambekar, including that relating to managerial efficiency, would be taken into account.

Mr. Shaw assured Mr. Kaite that many members of the Asian Advisory Committee shared his preoccupations about its work. The suggested review of its activities should meet his concern, since paragraph 16 of the Committee's report made it clear that "this might afford an opportunity for the Committee if it so desired to conduct an appraisal of its work and methods of working".

The Governing Body adopted the proposals in paragraph 8 of the Office covering note relating to conditions of work in inland transport.

Mr. Mishiro withdrew his amendment to paragraph 11 in order to avoid pressing it to a vote.
The Governing Body adopted the proposals in para-
graph II of the Office covering note concerning the
agenda of the Ninth Session of the Asian Advisory
Committee.

FIFTH ITEM ON THE AGENDA
Record of the Fourth Asian Regional Conference
(New Delhi, 13-25 November 1957)

The Chairman, as one of the Governing Body’s
representatives at the Fourth Asian Regional Confer-
cence, and Sir Guildhaume Myrddin-Evans, Mr. Majid,
Sir Alfred Roberts and Mr. Bergenström expressed appreciation for the remarkable way in which the
Indian Government had organised the Conference and
for the material facilities provided.

Mr. Merani thanked the various speakers for their
remarks, which would be conveyed to his Govern-
ment.

The Governing Body adopted the proposal in para-
graph I of the Office document and expressed its keen
grateful thanks to the Government of India for the facilities
placed at the disposal of the Conference and for the
cordial welcome extended to it.

Mr. Bergenström, as one of the representatives of
the Employers’ group of the Governing Body at the
Fourth Asian Regional Conference, said that the
Conference had been a success. There were a
number of points, however, which deserved the
attention of the Governing Body because they had a
bearing on the I.L.O.’s work as a whole.

In connection with paragraph 24 of the record of
the Conference, it was regrettable that there was no
mention of the fact that the Employers’ members
of the Selection Committee had challenged the receiv-
ability of the U.S.S.R. Employer’s request for seats in
the committees, particularly as the Employers’
members had asked that their point of view should
be included in the record.

He particularly welcomed the encouraging results
of the seminar approach adopted by the Committee
on Labour-Management Relations. It was by no
means necessary that discussions should result in
resolutions; often the mere existence of a draft text
locked the positions of the groups. The important
thing, as Sir Alfred Roberts had said in the Financial
and Administrative Committee in connection with
Industrial Committees, was that there should be
personal contacts and exchanges of experience
between delegates with different backgrounds.
Unfortunately, it did not emerge sufficiently clearly
from the record how interesting the discussion in the
Labour-Management Relations Committee had been.
The work of the Committee had been distinguished
by the following features: first of all the debate
had started out from a set of general themes and
not from texts more or less binding on the different
debates; the discussions had consisted of an exchange
of personal views based on facts, instead of considered
and tactically opposed group opinions; lastly, the
final document admitted the expression of different
and even minority points of view. He could appreci-
ate the difficulties of the Workers’ group in accept-
ing such a formula generally, but hoped that it could
be further employed at future I.L.O. meetings.

This form of procedure presupposed preparation
somewhat different from that which was usual in the
case of I.L.O. reports. The details of the basic
document would have to be prepared by experts, so
that those attending the meeting would have factual
grounds on which to base their observations; at the
same time such a document must give the chairman of
the meeting sufficient guidance in his difficult
task. It was a source of great encouragement that
so large a measure of agreement had been reached
at the Asian Regional Conference without much
actual voting.

Sir Guildhaume Myrddin-Evans said that in his
view the Fourth Asian Regional Conference had
been an outstanding success; it had been the best
regional conference that he had ever attended and
valuable results had been achieved with a minimum
of voting. One or two issues of a political nature
which the Conference might have been spared had
been got over without unduly raising the temperature
of debate, thanks to the good sense of the delegates,
the President of the Conference and the Chairman of
the Selection Committee, and also because they
had been dealt with by persons who had got to
know each other at various other meetings. From
the technical standpoint the results might be ex-
tremely valuable, and on the personal side the renewal
of contacts by the I.L.O. in Asia might be of
enormous value. The Asian Regional Conference had
indeed “arrived”.

Sir Alfred Roberts agreed that the Fourth Asian
Regional Conference was the best that had ever
been held. While, like Mr. Bergenström, he was
convinced that the knowledge acquired during
meetings of people from different countries was a
most valuable education, he did not believe that the
seminar approach could be adopted for the discussion
of every kind of question. It should be noted that
the Conference had also passed resolutions which
had not been adopted through the seminar method;
these might well prove even more useful since they
recommended agreed programmes to be followed.

The disadvantage of the method supported by
Mr. Bergenström was that it gave equal prominence
to the views of individuals and to those of the
majority of the meeting.

Mr. Merani said that the time had come when the
I.L.O. should undertake new thinking and initiate
further activities and programmes in the field of
agriculture. An agricultural item on the agenda of
the 1960 Session of the Conference would make
possible an exchange of experience and ideas which
could serve as a basis for further activities and pro-
grames. Apart from the rural populations of the
world, the new Members of the I.L.O. would be
greatly interested in such a discussion. The agri-
cultural problems within the competence of the I.L.O.
included underemployment and unemployment;
landed agriculture and cottage industries; changes in
the methods and techniques of agriculture; land tenure
systems; land reform; welfare and rural housing;
vocational training; the productivity of agriculture;
and co-operation. In connection with the increase
of agricultural production, health and education, the
I.L.O. could secure the co-operation of other specia-
lised agencies. Pakistan, Ceylon, the Philippines,
Israel, the Middle Eastern and Latin American
countries and India had recently undertaken new
programmes of activity. In India community
development programmes had been initiated with
the co-operation of a team of experts made available
by the Ford Foundation and had been found most
useful. In agriculture what was needed was a multi-
pronged, well-co-ordinated plan of attack through
which the resources of voluntary effort could be drawn on and in which schemes originally initiated by the Government could be taken over by the people. He therefore suggested that the Director-General be requested to prepare a paper for the Governing Body in which these problems and the possibility of placing an agricultural item on the International Labour Conference agenda would be considered. The Director-General would naturally consider how such an item could best be worded and what aspects should be specially brought out so as to facilitate the kind of general discussion that he had suggested. Hitherto, technical assistance programmes that had worked well for industry had been applied to the needs of agricultural communities; perhaps that approach needed to be revised. The paper should deal above all with the requirements of the less industrialised countries.

Mr. Ambekar pointed out that the seminar approach gave an incorrect picture, since the number of people holding a particular view was not taken into account. This emerged clearly from paragraphs 18 and 19 of the Office document and paragraph 15 of the conclusions of the report of the Committee on Labour-Management Relations. The idea behind these conclusions was the need to build up strong and responsible organisations of employers and workers. A number of suggestions had been made and even when they emanated from a single person they had been included in the conclusions. Some of them were quite unfit for Asia, where industrialisation was progressing more rapidly than trade union growth. Few of the workers were organised, so that if secret ballots were held to determine the representation of organisations which could be officially certified for collective bargaining purposes, the unorganised workers, who had not understood the importance of bargaining, would sway the vote against the organised workers who contributed to union funds. It had also happened that political leaders interested in getting the support of a trade union had influenced the voting thereby. None the less, holding secret ballots was mentioned in the conclusions since it had been suggested by an individual member of the Committee. The same considerations applied to the check-off system, to which the trade unions were opposed in India because it resulted in loss of contact with the workers. The adoption of these two systems could therefore work against the very purpose in view, which was the improvement of labour-management relations.

The discussion was adjourned to the next sitting.

The sitting closed at 1.30 p.m.

E. Calderón Puig.
MINUTES OF THE FIFTH SITTING

(Thursday, 13 March 1958—3.45 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Calderón Puig.

Mr. Ago, Mr. Ahmad, Mr. Ambekar, Mr. Arutunian (replaced during part of the sitting by Mr. Sautin), Mr. Barboza-Carneiro, Mr. Bergenström, Mr. Björck, Mr. Bocobo, Mr. Bothereau, Mr. Burne, Mr. De Bock, Mr. Delaney, Mr. Díaz Salas, Mr. Donoso, Mr. Erban, Mr. de la Fuente Locker, Mr. Ghayour, Mr. Haythorne, Mr. Kaite, Mr. Majid, Mr. Merani, Mr. Mishiro, Sir Guildhaume Myddin-Evans, Mr. Nielsen, Mr. Noriea, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Sir Alfred Roberts, Mr. Sánchez Juárez, Mr. Sánchez Madariaga, Mr. Sauerboeck, Mr. Ben Seddiq, Sir Richard Senniden (replaced during part of the sitting by Mr. Bellingham-Smith), Mr. Tata, Mr. Troclet, Mr. Waline, Mr. Wilkins, Mr. Yü.


FIFTH ITEM ON THE AGENDA

Record of the Fourth Asian Regional Conference
(New Delhi, 13-25 November 1957) (cont.)

Mr. Arutunian was glad that the U.S.S.R. delegation, attending an I.L.O. Asian Regional Conference for the first time, had contributed to its success. Thanks to the assistance of the Indian Government the Conference had been very well organised and had done positive work by adopting resolutions which, if implemented, would make a definite contribution to strengthening the position of the countries concerned and improving the conditions of their workers. The work of the Conference could have been more fruitful and more authoritative, however, if the Chinese People’s Republic had been represented, as the majority of the participating countries would have wished; its absence had diminished the authority of the I.L.O. both in the region and in general.

He supported the wish expressed at the Conference that it should in future be convened more frequently, for instance every two years. The time was also ripe to extend the powers of regional conferences, and in particular to empower them to address their recommendations directly to member States in the region and to dispense with the participation of a Governing Body delegation with power to vote, which was an infringement of the right of countries in a given region to settle their own affairs. This would be in line with a suggestion made by the Director-General some years earlier, as part of a programme of I.L.O. action, that the regional activities of the I.L.O. should be broadened. He made a formal proposal, which he had handed in writing, that the Governing Body should consider at its next session the question of revising the Rules concerning the Powers, Functions and Procedure of Regional Conferences Convened by the International Labour Organisation, in the light of the experience gained, particularly at the Fourth Asian Regional Conference.1

Mr. Haythorne, referring to Mr. Merani’s remarks earlier in the discussion, said that questions of agricultural labour and rural community development needed attention not only in the less developed countries but also, to some degree, in all member countries. An imaginative, well-planned and well-coordinated approach to this branch of the I.L.O.’s work was needed and he supported the suggestion that the Director-General should put forward proposals on this matter for the Governing Body’s consideration in connection with the determination of the agenda for the 1960 Session of the International Labour Conference.

Mr. Shaw said that the Australian delegation had benefited from the Conference by the establishment of valuable contacts with friendly neighbouring countries and by gaining an insight into their problems.

Mr. Yü agreed that the Conference had been successful, except in so far as the Chinese Government considered it a regrettable waste of time that the question of Chinese representation had again been raised there. He hoped that in future the I.L.O. might be able to work out a formula that would enable such useless discussions to be avoided.

Sir Alfred Roberts supported Mr. Merani’s suggestion and agreed with Mr. Haythorne that problems of agricultural labour and rural community development affected many countries besides those of the Asian region.

Mr. Majid also associated himself with the suggestion.

Mr. Mochi-Onori reserved Mr. Campanella’s position on resolution No. III concerning the improvement of conditions of tenants and similar categories of agricultural workers, which set forth principles that he could not fully accept.

The Governing Body approved the proposals in paragraph 26 of the Office note.

It was agreed that, in making his proposals to the Governing Body concerning the agenda of the 44th (1960) Session of the International Labour Conference, the Director-General would give consideration to an item concerning agricultural labour and rural community development, having regard to the views expressed during the discussion.

1 For the continuation of the discussion of this proposal see below, Minutes of the Eighth Sitting, p. 61.
Sixth Item on the Agenda

Report of the Meeting of Experts on the Prevention of Accidents Due to Fires and Electricity Underground in Coal Mines

(Geneva, 2-18 October 1957)

Mr. Wilkins agreed that the Governing Body should take note of the report and authorise communication of the resolutions of the meeting as proposed in paragraph 18 (a) and (e) of the Office document, but asked that action on paragraph 18 (b) be deferred to the next session so that governments might have time to refer the two codes of practice to expert examination before they were issued.

Sir Guildaume Myrdin-Evans drew attention to an apparent contradiction between paragraphs 74 and 25 of the existing Model Code but called for comment on the prevention of accidents due to electricity in respect of the maximum percentage of firedamp content, the figure being 1 per cent. in the first case and 2 per cent. in the second. The figure of 1 per cent. was perhaps rather low; the United Kingdom requirement was 1 1/4 per cent., that being the percentage of firedamp that could be detected without chemical analysis in the flame of a safety lamp by the ordinary mine official. Perhaps the Director-General, after taking expert advice, might consider removing the discrepancy by introducing the figure of 1 1/4 per cent. or 2 per cent. in both codes.

While the United Kingdom Government had no objection to the communication of the resolutions adopted by the meeting to the governments and organisations mentioned in paragraph 16 of the Office note, it thought that two of the resolutions were over-optimistic in assuming the availability of non-inflammable fluids for use in hydraulic transmissions and of good types of self-rescue apparatus; it welcomed the expert’s suggestion that research and development on both these matters should be intensified.

Mr. Wilkins had no objection to the communication of the resolutions adopted by the meeting to the governments and organisations mentioned in paragraph 16 of the Office note, but asked that action on paragraph 18 (b) be deferred to the next session so that governments might have time to refer the two codes of practice to expert examination before they were issued.

Sir Alfred Roberts hoped that the Spanish version of the codes would be ready for distribution at the next session.

Mr. Ramadier recognised that the proposals in paragraph 18 of the Office note conformed to precedent, but thought that in such an important matter the Governing Body ought to take the further step of specifically approving the report and the codes of practice, and perhaps even of submitting them to the International Labour Conference so that they might be brought more forcibly to the attention of governments and be fully applied in the majority of countries. He would support deferment for that purpose.

Mr. Botherau did not oppose deferment but considered that the Governing Body, without taking any decision on the matter, might give the documents the necessary publicity and obtain the reactions of those concerned.

The Governing Body deferred to its next session the further consideration of the report of the Meeting of Experts on the Prevention of Accidents Due to Fires and Electricity Underground in Coal Mines.

Seventh Item on the Agenda

Report of the Meeting of Experts on Radiation Protection

(Geneva, 25 November-11 December 1957)

Mr. Ramadier and Mr. Wilkins said that the comments they had made on the sixth item on the agenda applied also to the seventh item.

Sir Guildaume Myrdin-Evans said that he would be willing either to postpone the whole question to the next session, without discussion, or to agree at once to all the proposals in paragraph 26 of the Office document with the exception of those in subparagraph (d) concerning publication of the revised provisions relating to ionising radiations. The latter course might meet Mr. Wilkins’s point.

Sir Alfred Roberts pointed out that previous codes of practice had been issued subject to a statement that the Governing Body did not express any view on their detailed content. If the item were postponed, would the discussion at the next session be based on the existing text or on the comments which government experts would by then have had an opportunity to make?

Mr. Bellingham-Smith said that the recommendations as a whole were an improvement on those in the existing Model Code but called for comment on some points.

With reference to paragraph 41 of the report, it was doubtful whether the aim of anticipating the conditions which might obtain in the future and the result of further technical progress, as well as providing for present conditions, had been achieved; certain existing uses of radiations in the radiographic examination of welds and the determination of the moisture content of the soil in connection with damming operations had not been covered, for example. As stated in paragraph 36 of the report, the provisions of the Code should be used merely as a guide and this should be emphasised in transmitting it to governments.

With regard to maximum permissible doses of radiation, experience in the matter was still limited.
The limits laid down by the experts, particularly the yearly limit, would be difficult to comply with in practice. The experts had chosen 18 years as the age below which employment in "controlled areas" should be prohibited, but had not given their reasons. The minimum age recommended by the Ministry of Health in the United Kingdom for employment in radiology in hospitals and medical centres was 16 years. A higher age limit would hamper recruitment and apprenticeship and might have a disastrous effect on the employment and training of young persons in certain industries.

Sir Alfred Roberts pointed out that legislation under consideration in the Ministry of Labour in the United Kingdom envisaged a minimum age of 18 years. It was true that the dangers were not yet fully known, but the aim should be to establish the best possible code of practice in order to prevent suffering and deaths, and in case of doubt standards should be set on the safe side.

The Chairman asked whether the Governing Body was prepared to take a decision. Although some members had suggested deferment, it would be useful for decisions to be taken at the present session so that the I.L.O. might use the document for its contribution to the work of the forthcoming International Atomic Energy Conference.

Mr. Wilkins said that he had no objection to taking the decisions suggested in paragraph 26 of the Office document at once, with the exception of that proposed in subparagraph (d) concerning publication of the revised provisions of the Model Code.

The Director-General explained that, while the approval of the other suggested decisions would be helpful, the decision proposed under paragraph 26 (d) was fundamental. The timetable for the preparations for the International Atomic Energy Conference to be held in September 1958 required the I.L.O. to contribute to the documentation to be submitted some two weeks before the next session of the Governing Body. Perhaps the Governing Body, without actually endorsing the revised provisions of the Model Code concerning ionising radiations, might authorise the Director-General to use them as a basis for his technical discussions in connection with the I.L.O.'s contribution to the International Atomic Energy Conference to be held in September 1958.

The Governing Body approved subparagraph (e) of paragraph 26 of the Office document.

**EIGHTH ITEM ON THE AGENDA**

Report of the Meeting of Experts on Workers' Education

*(Geneva, 9-14 December 1957)*

Sir Guildhaume Myrddin-Evans said that he would prefer that this item should be adjourned as it raised important issues which the United Kingdom Government had not yet had time to study. If the Governing Body wished to consider the report at the present session, however, he hoped that it might be agreed that the Director-General could receive and take into consideration any observations submitted by governments later.

Sir Alfred Roberts said that the Workers, who were those most closely concerned with this question, were anxious to discuss the report at the present session. He hoped that the second course suggested by Sir Guildhaume Myrddin-Evans would be followed.

It was so agreed.

Mr. Merani said that the Indian Government attached considerable importance to workers' education and asked the Director-General to make further proposals to the Governing Body for I.L.O. activities in this field on the basis of the experts' report.

Mr. Parker said that the subject was important to the employers also and that the employers in the United States had furthered workers' education as much as any government.

He approved the report as a whole, but recorded
his dissent in regard to the proposal of the Meeting of Experts, summarised in paragraph 19 of the Office note but not mentioned in the proposed decisions in paragraph 22, that the Governing Body should direct the I.L.O. to recommend to Member States that legislative action be taken to ensure that leave of absence to attend seminars or courses should be obligatory in certain cases. It was a common practice in the United States for employers to grant paid leave of absence for educational purposes and even to meet the cost of tuition fees, but neither the federal nor the state governments in the United States were competent to take the action suggested.

Mr. Sánchez Madariaga approved the Experts' affirmation of the importance of workers' education from the workers' point of view and supported the conclusions of the report, in particular those set forth in paragraphs 60, 61, 64, 66 and 69. The I.L.O. should be guided by these conclusions in the necessary expansion of its programme in this field. More attention should be paid in future to the role of the trade unions and regard should be had to regional characteristics. He hoped that, in expanding its activities, the I.L.O. would make an increasing use of the Conferences of trade unions and would strengthen the trade union movement and its capacity to defend the interests of the working class throughout the world.

Mr. Rupfert expressed his appreciation of the work done by the Office and the Experts. He hoped that in implementing the latter's proposals the Director-General would not lose sight of the view expressed at the Meeting as recorded in paragraphs 45 to 47 and 98 of its report, but not included in the Office summary, concerning the possibility of providing facilities for workers' education in underdeveloped regions through special field centres or through the I.L.O. field offices, as well as through a central service in the International Labour Office in Geneva. He had the proposed extension of I.L.O. activities in Africa particularly in mind.

It was to be regretted that both in 1958 and 1959 the budgetary provision for workers' education, which in his view was as important as technical assistance, was only $58,000.

A distinction should be drawn between the training of trade union leaders and workers' education in general. The responsibility for training its leaders must remain with the trade union movement itself, although in some underdeveloped countries the I.L.O. could help by giving assistance in the management of the courses, whereas in workers' education in general the I.L.O. could play a fuller part. In so doing, the I.L.O. should make use of existing organisations and institutions to the greatest possible extent.

Sir Alfred Roberts said that the Workers considered the report to be a valuable one which showed the right approach. The I.L.O. should follow it up vigorously by providing the necessary assistance to countries which could not themselves afford to start workers' education programmes.

He did not necessarily agree with all the recommendations; in particular, no useful purpose would be served by making the facilities of the I.L.O.'s workers' education programme available to employers and their organisations as suggested in paragraph 100 of the report. The programme was not being set up to promote good human relations and productivity measures but to educate the workers in certain fundamentals, particularly the basic principles of trade unionism, and to give them a sense of responsibility in the field in which they lived and worked.

Mr. ben Seddik expressed approval of the report and in general supported its conclusions, particularly those under Part I: "General Considerations", although he had some reservations in regard to Part II: "The Workers' Education Programme of the International Labour Organisation". Workers' education was the business of the workers and the main role of the I.L.O. should be to supply documentation and schemes for use by the trade unions which would make up for their lack of experience; in this connection there was some contradiction between paragraphs 85 and 77 of the conclusions. Was it the I.L.O.'s intention to undertake training of trade unionists directly? He considered this to be a matter for the workers and their unions, but the trade unions might nevertheless receive more help from the I.L.O. in the future than had been the case in the past. He thanked the Office for the assistance given to Morocco in this field by the appointment of an expert whose work had been most useful.

With reference to paragraph 99, he asked the Director-General to bear in mind the desirability of facilities for leave of absence being granted also in the case of courses organised by the trade unions themselves. Where, as in Morocco, the trade unions bore the cost of the necessary absence from work of the trainees, the financial burden upon them was heavy. Training in trade union matters was a greater source of strength to a trade union than the size of its membership, and it was doubtful whether all governments really wished to strengthen the trade unions by setting up training courses or giving them facilities.

Mr. Delaney commended the report and associated himself with the emphasis it placed on the need for workers' education in underdeveloped countries where trade unions were just beginning to acquire responsibilities in society.

He supported Mr. Parker's views on the recommendation in paragraph 19 of the Office note and paragraph 90 of the report. Many collective agreements provided for leave of absence for workers' education purposes, but it was hardly within the power of the Governing Body to recommend to States that they enact legislation on the matter. If legislation were practicable and desirable, which seemed doubtful, action should be taken through the constitutional method of an international Convention or Recommendation. The question of leave of absence was, however, important in the less industrialised regions and the Governing Body had a responsibility to look into it.

Mr. Bocobo said that the Government of the Philippines believed that while a national labour movement was still young workers' education should be the direct responsibility of the Government in order to ensure an objective approach. A labour education centre had been set up under the State University functioning in close co-operation with the trade unions and providing courses for labour leaders.

One of the principal aims of workers' education should be to teach the workers to find and maintain a balance between their rights and their social responsibilities, failing which there was a danger of a swing from capitalist exploitation to a tyranny of trade unions.
Mr. Erdmann agreed that workers' education was largely a matter for the trade unions themselves and he appreciated the importance they attached to the training of their officers and members. In paragraph 8 of the report, however, the importance of training the worker as a member of his community and as a citizen of his country and of the world was also emphasised; in addition workers should be trained in technical matters in view of their participation in industrial and economic life, which was important to the community as a whole including the employers.

Mr. Nasr said that the report seemed to attach as much importance to training trade union leaders, or bringing workers into the trade union movement, as to the education of the worker himself. In underdeveloped countries workers' education might be long delayed if it were to depend on the ability of the trade unions to carry responsibility for it. Education of the workers was also of interest to the employers and to the country at large. In Lebanon the employers' organisations had taken the initiative of asking the Government and the I.L.O. to set up technical education programmes, which in turn stimulated other types of education.

He supported the objections raised to the recommendation in paragraph 99 of the report.

Mr. Kuntschen said that the special emphasis placed by the experts on education in trade union matters was not surprising in view of the fact that most of them had come from trade union circles. The view stated in paragraph 21 of the report and supported by speakers from the Workers' group that training in strictly trade union subjects was the prerogative of the trade unions themselves was welcomed by the Employers, and should guide the Office in its future work on the subject.

Sir Alfred Roberts pointed out that the vocational and technical training of workers was a separate activity which the Workers' group was not prepared to see included in the I.L.O.'s workers' education programme, although it might be carried on side by side with it.

Mr. Ruppert thought that, although employers' organisations might have an interest in workers' education, that did not mean that they should necessarily participate in the organisation of courses for workers in general or for trade union leaders, any more than the trade unions should participate in organising the education of leaders of employers' organisations.

Mr. Waline said that the term "workers' education" was confusing because it was used to cover two different things: on the one hand the training of trade unionists, which the Employers agreed was the preserve of the trade unions, and on the other hand the vast field of the general intellectual and moral education which was needed by the population at large and not merely by the workers as such. In this latter field undertakings were entitled to make their own contribution, without any paternalism, in the same way as various other institutions.

Mr. Shaw recorded his understanding that, in approving paragraph 22 of the Office note, the Governing Body would merely be authorising distribution of the report and would be taking no decision which had financial implications at the present stage.

The Chairman said that the Director-General would take account of the various comments made by members in the course of the discussion, and also of any observations that Government representatives might subsequently communicate to him.

The Governing Body took note of the report of the Meeting of Experts on Workers' Education and approved the proposals in paragraph 22 of the Office note.

NINTH ITEM ON THE AGENDA

Proposals concerning a Meeting of Experts on the International Classification of Radiographs of Pneumoconioses

Mr. Shaw, referring to paragraph 9 of the document, expressed the hope that the sole criterion used in selecting the countries from which experts were to be invited was that the highly specialised questions to be considered by the Meeting had been systematically studied in those countries, and that no regard had been paid to the financial implications of their relative distance from Geneva. The principle involved was that experts should be chosen from countries representative of the membership of the Organisation, with due regard to that criterion.

Mr. Kaite associated himself with Mr. Shaw's comment.

Mr. Waline assumed that the organisations to be invited to the Meeting would also be highly specialised in the subject and he wondered which organisations were envisaged.

Sir Alfred Roberts considered that in proposing the composition of meetings the Director-General should be guided by expert qualifications alone, irrespective of national origin, and should simply indicate the number of experts to be invited and then present his list in terms of individual qualifications.

Mr. Merani supported the point made by Mr. Shaw and Mr. Kaite, but said that he would be satisfied if the Director-General would try to find experts from all regions who were sufficiently well-qualified before selecting them from one or two regions only.

Dr. Bravo (representative of the World Health Organisation) expressed the close interest of the World Health Organisation in the International Classification of Radiographs of Pneumoconioses as a problem connected with the diagnosis of disease. His Organisation was glad that the I.L.O. was studying the matter and offered its fullest co-operation.

The Director-General emphasised the importance he attached to the continued co-operation in this matter between the I.L.O. and the W.H.O.

In selecting the countries from which experts were to be invited he had tried to obtain properly qualified expert participation at the lowest charge to the Organisation.

In reply to Mr. Waline he said that the World Health Organisation was the organisation primarily envisaged in paragraph 9, but if there were others their names would be submitted to the Governing Body.

The Governing Body approved the proposals in paragraph 12 of the Office note.
TENTH ITEM ON THE AGENDA

Proposals concerning a Meeting of Experts on the Social Implications of Technological Change

Sir Alfred Roberts noted that, although the Conference had adopted resolutions on this subject in 1955, the Office was now proposing that the meeting provided for in the 1958 budget should not be held and no financial provision for it had been proposed in the 1959 budget estimates. The Office's preparations for such a meeting still seemed to be at a very early stage and, having regard to the present periodicity of Industrial Committee meetings, the suggestion that consideration of the social implications of technological change should be undertaken industry by industry through the Industrial Committees seemed rather ironical.

The Governing Body took note of the document submitted under this item.

ELEVENTH ITEM ON THE AGENDA

Proposed "Ad Hoc" Meeting on Conditions of Work and Employment of Nurses

Mr. Shaw assumed that the proposed agenda for the Meeting did not include the training of nurses and asked whether item II was intended to cover the conditions of work of trainees. He also asked what groups of workers were covered by the term "auxiliary personnel". A resolution of the Advisory Committee on Salaried Employees and Professional Workers had proposed the inclusion in the inquiry of salaried non-medical hospital and health service staff, but in his view that was a group distinct from nursing staff.

Sir Alfred Roberts, referring to item III of the proposed agenda, said that an international organisation for the nursing profession had asked that the situation of health and hospital staff in general should be considered. This would cover too wide a field, but the Workers' group hoped that the Meeting would pay some attention to the matter when dealing with auxiliary personnel.

Mr. Delaney hoped that the existence of trade union organisations which assumed responsibility for the economic and social protection of nurses would not be forgotten in selecting the participants for the meeting.

The Director-General said that the conditions of trainees would be included under item II of the agenda and that the term "auxiliary personnel" meant the hospital staff which assisted the professional nurses.

Mr. Haythorne said that the inclusion of auxiliary personnel was important because the assistance they provided had an important bearing on the conditions of work of nurses.

Mr. Troclet said that the Joint Committee of Employers and Workers concerned with the health services in Belgium had unanimously expressed its regret that Belgium had not been included among the countries from which participants were to be invited. The Government shared this view and he asked the Director-General to consider the possibility of including a participant from Belgium as a country which had great experience in the matter.

He suggested that countries which were not represented at the Meeting might be invited to send in reports on the items on the agenda. The Belgian Joint Committee had in fact already drafted such a report.

Mr. Waline wondered what particular points not covered by items I, II and IV of the proposed agenda would be dealt with under the third item: "Economic and social status of professional nurses and of auxiliary personnel".

Sir Alfred Roberts said that the item might be explained by saying that until very recently the social status of nurses in the community had been very high and their economic status very low.

The Governing Body approved the proposals in paragraph 10 of the Office document.

Requests from Non-Governmental Organisations for Representation by Observers.

The Governing Body approved the proposals in paragraph 12 of the Office document.

TWELFTH ITEM ON THE AGENDA

Twenty-eighth Report of the Committee on Freedom of Association

Introduction.

The Governing Body took note of paragraphs 1 to 7 of the report.

Cases Which the Committee Recommends Should Be Dismissed.

The Governing Body approved the recommendations in paragraphs 26 (Case No. 135: Burma), and 90 (Case No. 157: Greece) of the report.

Conclusions concerning the Cases Relating to Spain (Case No. 143), Cuba (Case No. 159), Jordan (Case No. 167) and France (Madagascar) (Case No. 170).

The Governing Body approved the recommendations in paragraphs 110 (Case No. 143: Spain), 126 (Case No. 159: Cuba), 135 (Case No. 167: Jordan) and 144 (Case No. 170: France (Madagascar)) of the report.

Conclusions concerning the Cases Relating to the United Kingdom (Cyprus) (Case No. 136), Chile (Cases Nos. 141, 153 and 154), Colombia (Case No. 146), Union of South Africa (Case No. 147), United Kingdom (Northern Rhodesia) (Case No. 152), France (Algeria) (Case No. 156) and Turkey (Case No. 169).

The Governing Body approved the recommendations in paragraph 152 (Case No. 136: United Kingdom (Cyprus)) of the report.

Mr. Donoso, referring to the cases relating to Chile, welcomed the fact that the recommendations made by the Committee on Freedom of Association under subparagraphs (a) and (b) of paragraph 215...
in its report absolved the Chilean Government in spite of the reservation suggesting amendment of the Law for the Permanent Defence of Democracy, a matter which lay with the Chilean Congress and not with the Government.

With reference to subparagraph (c), he pointed out that in his Government’s reply, which had not been reproduced in the Committee’s report, it was explained that the official who had been appointed to control the banks had not intervened in what was in fact not a peaceful but an illegal strike. The recommendation in subparagraph (d) that the Government should take remedial action in the case of Mr. Goldsack Donoso was out of date because the case had been settled long since; the Government had taken the necessary steps when he had himself brought Mr. Goldsack’s case to its attention. It should be realised also that the I.L.O.’s activities and the privileges and immunities of persons attending its conferences were not known to everyone. The recommendation in subparagraph (e) was also out of date in that the events concerned had taken place in 1956 and that their satisfactory settlement had been followed by complete social peace. For the reasons he had given he would have to reserve his position entirely on subparagraphs (c), (d) and (e) of paragraph 215 of the report.

At the close of the discussion on the Director-General’s proposals on I.L.O. freedom of association machinery, he had voted for the first and second parts of the Director-General’s proposals, and he would have voted in favour of the proposals for the setting up of conciliation machinery as well if they had not been withdrawn. If the fact-finding survey arrangements now approved had been in force at the time, the political and economic facts of the situation which were essential for an understanding of the events in Chile would have been known, and the task of the Committee on Freedom of Association in examining the cases concerning Chile would have been more straightforward. Those facts were that in 1956 there had been four strikes in Chile, due not to a change of government nor to a sudden access of repressive police measures but to the anti-inflationary measures which the Government had had to take to deal with the dangerous situation created by a rise in the cost of living which, in 1954, was recorded by the I.L.O. itself as being the second highest in the world. These measures had included not only credit restrictions but the repeal of the very progressive legislation which provided for a sliding scale wage system for all the workers, with the result that the workers had received only half the 100 per cent. increase that they had expected. The ensuing social unrest was not unnatural. However, the Government’s anti-inflationary measures had brought the rise in the cost of living down from a maximum of 92 per cent. in 1955 to only 17 per cent. in 1957; the workers had realised that these were the first to benefit from them and, as Mr. Ruppert had recognised at the 137th Session of the Governing Body, the trade union situation in Chile was now completely normal.

Mr. Díaz Salas asked that his abstention on subparagraphs (c), (d) and (e) of paragraph 215 should also be recorded.

Mr. Bocobo considered that the discussion emphasised the unwise of having set aside the Director-General’s proposal for conciliation machinery, which would have avoided placing on the Governing Body the responsibility of voting on cases on the circumstances of which its members were not fully informed. He would Vote with the Chilean Government representative.

Mr. Pequeno could not agree with Mr. Donoso’s statement. He would vote in favour of all the Committee’s recommendations because he knew from personal knowledge of events in Chile that the Law for the Permanent Defence of Democracy, which had been adopted under the democratic presidency of Mr. González Videla as an anti-Communist measure, had been misused by his successor to put down legitimate trade unions. There was a tendency in Latin American countries for strikes to be declared illegal by the Government only because they ran counter to the Government’s own interests.

Mr. Pequeno could not agree with Mr. Donoso’s statement. He would vote in favour of all the Committee’s recommendations because he knew from personal knowledge of events in Chile that the Law for the Permanent Defence of Democracy, which had been adopted under the democratic presidency of Mr. González Videla as an anti-Communist measure, had been misused by his successor to put down legitimate trade unions. There was a tendency in Latin American countries for strikes to be declared illegal by the Government only because they ran counter to the Government’s own interests.

Mr. Ruppert expressed appreciation of the remedial steps taken by the Chilean Government in the case of Mr. Goldsack Donoso. He hoped that the final recommendation in subparagraph (d) would be followed and that Mr. Goldsack Donoso would be fully compensated.

Mr. Sánchez Madariaga, explaining the reasons why the Committee had made the recommendations to which the Chilean Government representative had objected, said that the case of Mr. Goldsack Donoso had been regarded as one of special importance. As regards subparagraph (e), it was not the fault of the Committee if its conclusions came before the Governing Body with some delay because in many cases governments did not supply the necessary information in time. In view of the circumstances of the strike in the nitrate mines in which workers had been killed and wounded as a result of police action, and as the report of the Chilean committee which might have been expected to investigate the incident had not been received by the Committee on Freedom of Association, the Committee had still felt that it had to ask in its subparagraph (e) for the results of any such inquiry.

Mr. Sánchez Juárez disputed Mr. Pequeno’s assertion that strikes in Latin American countries were declared legal or illegal to suit the interests of the government concerned. According to the jurisprudence in most Latin American countries strikes were declared legal or illegal on the basis of proper labour legislation.

Mr. Pequeno said that he had been referring only to certain governments.

Mr. Arutjunian asked that note should be taken of his abstention in regard to the report as a whole for the reasons which he had stated at previous sessions. He welcomed the reaction of a new member of the Governing Body, Mr. Bocobo, who had at once realised the absurdity of the existing procedure whereby the Governing Body was expected to take decisions on a document of over 100 pages which had been distributed only a few days before. He
could not associate himself with such a procedure, which detracted from the authority and prestige of the I.L.O.

Subject to the abstention of Mr. Arutiunian and the reservations expressed by Mr. Donoso, Mr. Díaz Salas and Mr. Bocobo on subparagraphs (c), (d) and (e), the Governing Body adopted the recommendations in paragraph 215 (Cases Nos. 141, 153 and 154: Chile) of the report.

The discussion was adjourned to the next sitting.

The sitting closed at 7.5 p.m.

E. Calderón Puig.
MINUTES OF THE SIXTH SITTING

(Friday, 14 March 1958—II.30 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Calderón Puig.

Mr. Ago, Mr. Ahmed, Mr. Ambekar, Mr. Bergensström, Mr. Björck, Mr. Bocobo, Mr. Bothereau, Mr. Burne, Mr. De Bock, Mr. Delaney, Mr. Díaz Salas, Mr. Donoso, Mr. Erban, Mr. de la Fuente Locker, Mr. Ghayour, Mr. Haythorne, Mr. Kaitte, Mr. Majid, Mr. Merani, Mr. Mishiro, Sir Guildhaume Myrdinn-Evans, Mr. Nielsen, Mr. Noriega, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Sir Alfred Roberts, Mr. Sánchez Juárez, Mr. Sánchez Madariaga, Mr. Sauerkorn, Mr. Sautin (replaced during part of the sitting by Mr. Shkunaev), Mr. Ben Seddiq, Sir Richard Snedden (replaced during part of the sitting by M. Bellingham-Smith), Mr. Tata, Mr. Troclet, Mr. Waline, Mr. Wilkins, Mr. Yü.

Absent: Mr. Barboza-Carneiro and the representative of the Government of Iraq.

TWELFTH ITEM ON THE AGENDA

Twenty-eighth Report of the Committee on Freedom of Association (concl.)

Conclusions concerning the Cases Relating to the United Kingdom (Cyprus) (Case No. 136), Chile (Cases Nos. 141, 153 and 154), Colombia (Case No. 145), Union of South Africa (Case No. 147), United Kingdom (Northern Rhodesia) (Case No. 152), France (Algeria) (Case No. 156) and Turkey (Case No. 169) (concl.).

Mr. Shkunaev said that the remarks made by Mr. Arutunian at the preceding sitting also applied to the cases now to be discussed.

Mr. Erban stated that in view of the composition of the Committee on Freedom of Association he would abstain on all its recommendations.

Mr. Bocobo said that he would abstain on the Committee's recommendations in Cases Nos. 146, 147, 152, 156 and 169. This did not imply any criticism of the ability, impartiality and sense of justice of the chairman and members of the Committee on Freedom of Association; he disagreed emphatically with Mr. Arutunian's charges. His attitude was due solely to the fact that there had not been time to study the lengthy report with all the care which it needed, and to form a conscientious judgment on the merits of the various cases. His difficulty in this matter illustrated the weaknesses inherent in the present system under which neither the Committee nor the Governing Body could feel the full weight of their responsibilities. Although as an apprentice member of the Governing Body he ought to have deferred to the judgment of more experienced members, he had disagreed with those who had objected to the replacement of the present Committee on Freedom of Association by the proposed Conciliation Commission. Because of his inexperience he had thought it better to endorse the plan so painstakingly studied by the Director-General for two years, which provided for a body which would assume full responsibility for each individual case so that there would be no need for the Governing Body to review or approve its individual proposals. He therefore hoped that the Director-General might at an opportune time resubmit his proposals, modified to meet the objections raised, and that they might ultimately receive the approval of the Governing Body.

Mr. Waline suggested that when the Committee on Freedom of Association held its meeting to consider its procedure it might review the possibility of ensuring that Governing Body members had more time to study its reports.

Subject to the abstention of the U.S.S.R. Government representative, Mr. Bocobo and Mr. Erban, the Governing Body approved the recommendations in paragraphs 226 (Case No. 146: Colombia), 239 (Case No. 147: Union of South Africa), and 249 (Case No. 152: United Kingdom (Northern Rhodesia)) of the report.

Mr. Guessous recalled that at the last session of the Governing Body he had refrained from discussing Case No. 156 relating to France (Algeria) in the hope that discussions in the United Nations and the possibility of a general settlement would make it unnecessary for the I.L.O. to proceed further on its substance. Although for many years Morocco had been linked to the French people and there were long-standing brotherly bonds between the Algerians and the Moroccans, he was impelled to speak solely by the gravity of the case. The Moroccan Government could not agree with the Committee's recommendations, which made a mock of all that the Algerian workers were hoping for. How could there be any freedom during a state of war? Where other elementary freedoms could not exist, how could there be freedom of association?

His position in no wise reflected on the members of the Committee on Freedom of Association who, within their terms of reference, properly and honourably performed their task. He was motivated solely by principles of justice and freedom.

Subject to the abstention of the U.S.S.R. Government representative, Mr. Bocobo and Mr. Erban, the Governing Body approved the recommendations in paragraphs 274 (Case No. 156: France (Algeria)) and 307 (Case No. 169: Turkey) of the report.

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1 See above, Minutes of the Fifth Sitting, pp. 37-39.
Mr. Ramadier said that he saw no reason for postponing the consideration of the document, since it was merely communicated to the Governing Body for information. Nor would there be any purpose in referring it to the Committee on Freedom of Association, since the Committee's procedure in this case was terminated.

Mr. Waline pointed out that the last paragraph of the communication was to be taken as the reply, in the negative, of the U.S.S.R. Government to the Governing Body relating to Case No. in referred to the Fact-Finding and Conciliation Commission. In the circumstances, it was for the Governing Body to draw the appropriate conclusions from that reply. He wished it to be placed on the agenda of the next session of the Governing Body for that purpose.

The Governing Body postponed its 130th Session consideration of the communication to the Director-General from the representative of the U.S.S.R. Government on the Governing Body relating to Case No. III (U.S.S.R.).

**SUPPLEMENTARY NOTE**

Letter to the Director-General of the International Labour Office from Mr. A. Arutiunian, Representative of the U.S.S.R. Government on the Governing Body

Sir Alfred Roberts asked that consideration of the Supplementary Note be postponed as the Workers' group had not had time to examine it.

Mr. Ramadier said that neither resolution No. 47 nor memorandum No. 48 were directed in sufficient detail to the specific conditions of the iron and steel industry. They were in general terms and could apply to any branch of industry. They should have been much more precise and relevant to the particular industry, and he hoped that his point would be taken into account in framing Industrial Committee conclusions in future.

The Governing Body adopted the proposals in paragraphs 3, 5, 7, 9, 11, 13, 15 and 18 of the report.

II. Tripartite Technical Meeting on Mines Other Than Coal Mines.

Mr. Ghayour said that the meeting had been well prepared and that the reports had been distributed in good time. There had not been any acute divergence of views and the Chairman, Mr. Migone, had conducted the proceedings most ably.

The Governing Body adopted the proposals in paragraphs 21, 23, 27, 30 and 32 of the report.

Subject to the abstention of the Employers' members, the Governing Body adopted the proposal in paragraph 37 of the report.

Subject to the dissent of the Employers' members, the Governing Body adopted the proposals in paragraph 38 of the report.

Subject to the abstention of Mr. Wilkins and of the Employers' members, the Governing Body adopted the proposals in paragraph 42 of the report.

Subject to the dissent of Mr. Wilkins and of the Employers' members, the Governing Body adopted the proposals in paragraph 43 of the report.

The Governing Body adopted the proposal in paragraph 47 of the report.

III. Sixth Session of the Inland Transport Committee.

Resolution (No. 71) concerning Inter-Port Competition.

Subject to the dissent of Mr. Sautin, Mr. Troclet and the Workers' members, and to the abstention of Mr. Wilkins, the Governing Body adopted the proposal in paragraph 52 of the report.

The session had consisted of only 11 working days, without the Committee's work being hampered. Some savings could be made in the cost of the two Industrial Committees which were to meet in 1959 if they were scheduled for 11 instead of 12 days.

Mr. Sautin said that neither resolution No. 47 nor memorandum No. 48 were directed in sufficient detail to the specific conditions of the iron and steel industry. They were in general terms and could apply to any branch of industry. They should have been much more precise and relevant to the particular industry, and he hoped that his point would be taken into account in framing Industrial Committee conclusions in future.

**FIFTEENTH ITEM ON THE AGENDA**

Report of the Committee on Industrial Committees

I. Sixth Session of the Iron and Steel Committee.

Mr. Merani said that the Sixth Session of the Iron and Steel Committee, of which he had been Chairman, had been held at Monterey in an atmosphere of harmony and with the fullest co-operation from the Mexican Government and the iron and steel industry of that country. He hoped that the Mexican Government representative on the Governing Body would convey to his Government and to the Mexican iron and steel industry the appreciation of the Committee and of the Governing Body for the arrangements made. The discussions should be of great advantage to the industry, particularly in the countries which were trying to industrialise rapidly and in those which were very much concerned with safety matters.

Mr. Fennema associated the Employers' group with Mr. Merani's expression of gratitude to the Mexican Government. It was of great advantage for Industrial Committees to meet where they could be in touch with the atmosphere of the particular industry concerned.

The session had consisted of only 11 working days, without the Committee's work being hampered. Some savings could be made in the cost of the two Industrial Committees which were to meet in 1959 if they were scheduled for 11 instead of 12 days.

The Chairman, on behalf of the Mexican Government, thanked Mr. Merani and Mr. Fennema for their expressions of appreciation.
of such decisions caused difficulties for the Office since it meant delay in the preparation of reports which sometimes led to the postponement of meetings.

Mr. Troclet supported these remarks.

Mr. Fennema said that the proposals for these agenda had been submitted very late, leaving no time for consultation with representatives of the industries concerned.

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

V. Composition of Industrial Committees: Applications from the U.S.S.R.

Mr. Sautin said that the Committee’s proposal that the Governing Body postpone consideration of the applications of the U.S.S.R. for membership of the Industrial Committees had been based not on a discussion of the merits of the case, as set out in the U.S.S.R. Government’s letter of application, but on procedural grounds. This procedure was not constitutional but had been laid down by the Governing Body and could be changed. In any case, four years had already gone by since the last review of the membership of Industrial Committees and some Committees had already had two sessions since then. There had been applications also from other governments; it was neither reasonable nor in the general interest for the Governing Body to continue to postpone consideration of the legitimate desire of countries to take part in the work of Industrial Committees in which they were interested. In the case of the Soviet Union continued exclusion would give rise to unnecessary difficulties; its membership of the Committees should not, moreover, be made dependent upon the general review. The U.S.S.R. was one of the most highly developed industrial countries in the world; the details given in the letter of application spoke for themselves. It had very wide experience of labour-management relations and a great diversity of economic and social life. It had recently introduced changes in its methods of managing industry. The U.S.S.R. also had enormous experience in the field of training, and had repeatedly expressed its readiness to share that experience and to learn from that of other countries. All these matters could be of great interest to other countries. Hitherto the U.S.S.R. had been able to send only observer delegations to meetings of Industrial Committees, but, even so, great appreciation had been expressed of the contribution to the proceedings. The Soviet Union attached very great importance to the Industrial Committees, and the speaker pressed the request that he had made in the Committee on Industrial Committees that the Director-General prepare a preparatory document for the 139th Session of the Governing Body so that the Governing Body could hold a review of the membership of the Industrial Committees at its session in November 1958.

Mr. Erban supported Mr. Sautin’s remarks.

The Governing Body adopted the proposals in paragraph 74 of the report, it being understood that the Director-General would give consideration to the request of the U.S.S.R. Government representative that a document be prepared for the 139th Session with a view to enabling the Governing Body to carry out a review of the membership of the Industrial Committees at its session in November 1958 should it so decide.

VI. Standing Orders for Industrial Committees: Receivability of Draft Resolutions.

Sir Guildaume Myrdandin-Evans said that the last sentence of the new text of paragraph 9 of the Document for the Guidance of Industrial Committees, proposed by the Committee on Industrial Committees, referred to paragraph 14 of the same document for further guidance as to the nature of the conclusions which might be adopted by Industrial Committees. Paragraph 14 provided in its subparagraphs (a) and (b) that the conclusions of the Committee might relate to suggestions for application by employers’ and workers’ organisations or for the consideration of governments. The two texts taken in conjunction would open the door to resolutions on almost any kind of question being considered receivable. This was quite unacceptable to the United Kingdom Government, because it would mean that delegates to Industrial Committees would be faced with resolutions on subjects for which they had had no chance of preparing themselves. In his view, resolutions submitted in paragraph 14 (a) or (b) should be limited to matters connected with the technical items on the agenda or raised in the part of the General Report relating to recent events and developments in the industry concerned.

He therefore proposed that the following words be added at the end of the new text of paragraph 9 of the Document for the Guidance of Industrial Committees as proposed in paragraph 85 of the report of the Committee on Industrial Committees:

Resolutions falling under subparagraphs (a) or (b) of paragraph 14 on subjects other than the two technical items should not normally be receivable, and even only if they deal with matters connected in the part of the General Report concerning recent events and developments in the industry concerned.

This would not hamper delegates who had proper resolutions to propose, but it would ensure that Industrial Committees were not faced with matters which delegates had had no chance of considering on which they had no time to get instructions.

Sir Alfred Roberts said that the receivability of draft resolutions in Industrial Committees was a matter which had given rise to much ill-feeling both in the Governing Body and in the Industrial Committees. The revised text of article 15 of the Standing Orders for Industrial Committees was reasonable but it had been badly interpreted by the Committee of Five, consisting of the Governing Body delegation and the two vice-chairmen of the Industrial Committee, and had not been applied in the spirit intended. The Workers’ group did not consider it desirable that large numbers of resolutions should be submitted in Industrial Committees, but was opposed to Sir Guildaume Myrdandin-Evans’s proposal because it would, in practice, exclude any resolution which did not relate to a technical item on the agenda. It would invariably be interpreted by at least two of the five to mean that resolutions not concerning the two technical items on the agenda or not containing proposals for a future agenda of the Committee were not receivable. It was wrong and undemocratic that people should have to come long distances for the purpose of discussing a problem and then be deprived of the opportunity of doing so. The text proposed by the Committee on Industrial Committees was reasonable, because it indicated that resolutions on subjects not covered by one of the technical items of the agenda should...
not contain such detail of substance as to constitute placing a further item on the agenda for discussion. It was not true that Government delegates attending an Industrial Committee had to seek instructions from their governments on a resolution which did not contain details of substance; Government delegates were not placed in any particular dilemma by the resolutions which came forward on that basis. If the Workers' members were forced to accept a text of this kind on this occasion they would not rest until the position had been reversed.

Sir Guildhaume Myrddin-Evans protested that the Workers' group had never given the new rules under article 15 of the Standing Orders for Industrial Committees time to work. The people who had to interpret them did their best to follow out the Governing Body's intentions and the procedure should be given a proper trial before attempts were made to change it. Sir Alfred Roberts's interpretation of his proposed amendment was perhaps not quite fair. It would not exclude all resolutions other than those relating to technical items; it was intended to exclude only those resolutions relating to action by governments, or by employers' or workers' organisations. It would not make irreceivable any resolutions calling for action by the Office or the Governing Body. If the amendment were considered to be badly drafted he would accept any clarifications and improvements, provided they expressed the substance of his intentions.

Sir Alfred Roberts said that the Workers' members had raised the matter in the Governing Body only after 13 resolutions from the Workers' group had been rejected by the Committee of Five as irreceivable, without reasons being given, at the Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers. The Committee of Five had not, in fact, interpreted correctly the wishes of the Governing Body; the system was not working properly and it was for that reason that the Workers had come to the conclusions he had expressed.

Mr. Merani asked whether, if the new amended text were adopted, a resolution on hours of work, for instance, would be regarded as receivable because it was covered by the General Report.

Mr. Delaney said that this was a real issue. If the subject of health and safety in an industry was on the agenda of a Committee, hours of work would, in his view, be related to health and safety; would a resolution on the subject then be regarded as receivable?

Mr. Bergenström said that it was impossible for the Governing Body to express any opinion on a hypothetical draft resolution without having seen the actual text.

The Chairman said that the Governing Body could hardly be asked to give individual interpretations.

By 20 votes to 17, with 1 abstention, the Governing Body decided to amend the new text of paragraph 9 of the Document for the Guidance of Industrial Committees as proposed by the Committee on Industrial Committees by adding a final sentence as follows:

Resolutions referred to in subparagraph (a) and (b) of paragraph 14 and concerning questions other than the technical items on the agenda should not normally be receivable, and then only if they deal with matters considered in the part of the General Report relating to recent events and developments in the industry concerned.

The Governing Body decided to replace the text of paragraph 9 of the Document for the Guidance of Industrial Committees by the text recommended by the Committee on Industrial Committees in paragraph 85 of its report, as thus amended.

The Governing Body adopted the proposal in paragraph 90 of the report.

VII. Other Questions.

Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers: Communication from the International Federation of Christian Trade Unions of Salaried Employees, Technicians, Supervisory Staffs and Commercial Travellers.

The Governing Body adopted the proposal in paragraph 95 of the report.

Wage Protection and Legal Liability of the Crew in Inland Navigation.

The Governing Body adopted the proposal in paragraph 99 of the report.

Article 3 of the Standing Orders for Industrial Committees: Renunciation by the Director-General of Commitment to Postpone Sessions Automatically

The Director-General said that article 3 of the Standing Orders for Industrial Committees provided that the reports should be despatched by the Office so as to reach governments three months before the opening of a session in the case of technical reports and two months in the case of the General Report. From time to time there had been difficulty in complying with this article and, at the request of certain members of the Governing Body, the Director-General had at one stage given a personal commitment that if the time limits specified in article 3 could not be met, he would assume responsibility for postponing the session of the Industrial Committee concerned to a date at which the prescribed periods could be observed. He had discharged that commitment on some occasions. More recently, however, in view of the circumstances, he had felt that he should consult the Officers of the Governing Body, and on the last two occasions it had seemed clear to them that there should not be a postponement. He therefore felt that he should no longer be bound by his personal commitment and formally renounced it. The terms of article 3 should stand, but if the Governing Body felt that there should be automatic postponement if the reports were delayed it should take a decision to that effect itself and not leave the onus on the Director-General in individual cases.

Mr. Bergenström thought that the arrangement had worked fairly flexibly and that there had been automatic postponement only in cases of long delay.

Sir Alfred Roberts gave notice of intention to propose an amendment to the Standing Orders which would make the arrangements more flexible in the future. The Governing Body took note of the Director-General's statement.

The sitting closed at 1.10 p.m.

E. Calderón Puig.
The Governing Body was composed as follows:

**Chairman:** Mr. Calderón Puig.

Mr. Ago, Mr. Ahmad, Mr. Ambedkar, Mr. Arutunian, Mr. Barboza-Carneiro, Mr. Bergenström, Mr. Björck, Mr. Bocobo, Mr. Bothereau, Mr. Burns, Mr. De Bock, Mr. Delaney, Mr. Díaz Salas, Mr. Donoso, Mr. Erban, Mr. Erdmann, Mr. Fennema, Mr. de la Fuente Locker, Mr. Ghavour, Mr. Haythorne, Mr. Kaite, Mr. Majid, Mr. Merani, Mr. Mishiro, Sir Guildhaune Myrdandin-Evans, Mr. Nielsen, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Sir Alfred Roberts, Mr. Sánchez Juárez, Mr. Sánchez Madariaga, Mr. Sauerdorn, Mr. ben Seddik, Sir Richard Snedden, Mr. Troclet, Mr. Waline, Mr. Wilkins, Mr. Yú.

**Absent:** The representative of the Government of Iraq.

**SIXTEENTH ITEM ON THE AGENDA**

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

Choice of Conventions and Recommendations on Which Reports under Article 19 of the Constitution Are To Be Requested in 1959.

The Governing Body adopted the proposal in paragraph 3 of the report.

The Governing Body took note of the report as a whole.

**SEVENTEENTH ITEM ON THE AGENDA**

Report of the Technical Assistance Committee

Mr. Merani drew attention, as he had done in the Committee, to the difficulties that were resulting from the limitation of the amount that could be spent on equipment to 20 per cent. of the cost of a project. Vocational training was an example of a field where lack of the necessary equipment could halt training programmes and even handicap the whole industrial development of the country concerned. The question was particularly important in the case of countries which had foreign exchange shortages. The remedy did not lie within the powers of the I.L.O., but it could press for a revision of the percentage.

Mr. Becker congratulated the Office on the material prepared for the Committee. The documents showed how large the gap was between needs and resources. The Committee had recognised the existence of the problem, but that was not sufficient and ways should be found to solve it.

The Workers attached the greatest importance to co-ordination between the technical assistance and the regular activities of the I.L.O. They were particularly concerned with the question of follow-up action, which might in the future be given greater emphasis when approving new projects.

The Workers welcomed the United Nations Special Projects Fund, provided that full participation of the I.L.O. was assured and that the allocation of money to the Special Fund would not adversely affect contributions to the Expanded Programme of Technical Assistance.

The Committee had noted the inadequacy of the resources available for the I.L.O.'s regular technical assistance programme. It was too late to change the 1959 budget, but regard should be had to this situation in preparing the budgets of future years. With these reservations, the Workers' group supported the report.

Mr. Bergenström said that since the Workers had emphasised their interest in the I.L.O.'s technical assistance activities he must make it clear that he himself also attached the greatest importance to these activities.

The Governing Body adopted the proposals in paragraphs 19 and 20 of the report and took note of the report as a whole.

**TWENTIETH ITEM ON THE AGENDA**

Composition of the Asian Advisory Committee

Mr. Arutunian once again drew attention to the fact that members of the Governing Body who were nationals of Asian countries were ex officio members of the Asian Advisory Committee. In spite of this provision artificial obstacles had been put in the way of a proper examination of the Soviet Union's position in this respect. The Governing Body should at its present sitting recognise that the U.S.S.R. should take part in the work of the Asian Advisory Committee as an ex officio member.

Sir Guildhaune Myrdandin-Evans said that this was not the first time that the matter had been discussed; it had already been admitted that the composition of the Committee could not remain static for ever and that it would have to be revised. It was now proposed that the matter should be reviewed first of all by the Committee itself, and then by the Governing Body when the Committee had made its report. The U.S.S.R.'s request could not be considered without reference to the composition of the Committee as a whole. The Governing Body had taken this line in June 1957 and the arguments in its favour were still valid.

No doubt Mr. Arutunian's representations would be conveyed to the Committee, which would bear them in mind, but the Governing Body could not do otherwise than await the recommendations of the Asian Advisory Committee, as was suggested in the document.
Mr. Arutunian said that it was not a question of revising the composition of the Asian Advisory Committee but of applying the decision of the Governing Body that members of the Governing Body who were nationals of Asian countries should be ex officio members of the Committee.

The U.S.S.R. was entitled to take part in the work of the Asian Advisory Committee and did not intend to be treated as a poor relation. It demanded that justice be done and that its rights as a Member of the Organisation be respected. If the Governing Body did not recognise those rights no good would result and relations would become more strained. Action and reaction were equal and opposite and the more the U.S.S.R.'s rights were obstructed the more strongly it would react.

The present composition of the Asian Advisory Committee included Australia, which was not an Asian country, and France, which no longer had any connection with Asia. Yet when the question of the U.S.S.R.'s membership came up the representatives of those countries kept silent or sought to delay the solution of the problem. Mr. Arutunian thought that it would be highly desirable for the I.L.O. to have regard to the real geography of continents or regions in the composition of its various Committees. From this standpoint Mr. Arutunian's proposal was reasonable.

Mr. Shaw, in reply to Mr. Arutunian, pointed out that Australia had a seat on the Asian Advisory Committee as a duly nominated member of the Committee from among the countries entitled to attend the Asian Regional Conference. This had never been disputed by any Member of the Organisation. In the same way Australia had a rightful place as a member of the United Nations Economic Commission for Asia and the Far East. It would be wrong for the Governing Body to take up any question relating to the composition or activities of the Asian Advisory Committee before the results of the Committee's own review were available.

Mr. Arutunian said that Mr. Shaw's argument that Australia was a member of the E.C.A.F.E. applied equally to the U.S.S.R. There was no basis in international law for the application of one criterion to Australia and another to the Soviet Union. He had deliberately mentioned Australia, to see what the reactions would be. On what grounds could Australia claim to be a member of the Committee? What was there in common between the economies of Australia and Burma for example? He had no objection to Australia's being a member of the Asian Advisory Committee, but how could it be claimed that Australia should be a member and that the U.S.S.R. should not, when both countries were members of E.C.A.F.E.? There must be an end to the sort of attitude prevailing in the Governing Body just because there was a convenient majority against the Soviet Union. The remarks of the Australian Government representative were indicative of the abnormal situation in the Governing Body with regard to the position of the U.S.S.R. He hoped that with the assistance of the Director-General, who had great responsibilities in this respect, an effort would be made to put an end to this situation in the case of the Asian Advisory Committee.

Sir Alfred Roberts said that the Workers' group had not taken any position on the U.S.S.R.'s membership of the Committee, but the changes consequent on any such decision would have to be taken into account. Before any changes were made in the Asian Advisory Committee the decision that the Committee should review its activities should be carried into effect. The Committee should be left to evaluate the results it had achieved during some eight years of existence and to see whether its functions were wide enough and whether it considered that its composition should be enlarged. On the basis of its report the Governing Body would be in a position to decide whether it should be reconstituted and how. The Governing Body should therefore simply note the document.

Mr. Majid said that if the U.S.S.R. counted itself as a European State as well as an Asian one there was an obvious difference between its position and that of Pakistan, for example, which was without doubt an Asian country, and as a member of the Governing Body had consequently become a member of the Asian Advisory Committee as a matter of course. However, when the Committee was first formed, seats were also assigned to another class of countries—those which in the opinion of the Governing Body had an interest in the affairs of Asia—and certain States had been nominated on that account as members of the Asian Advisory Committee. The difference between Australia and the U.S.S.R., assuming that both countries had an interest in Asian affairs, was that Australia had been nominated by the Governing Body and the U.S.S.R. had not. The question of ex officio membership did not therefore arise. He supported Sir Guildhaume Myrdhin-Evans's proposal that the Governing Body await the recommendations of the Asian Advisory Committee itself.

Mr. Arutunian said that Mr. Majid's arguments were based on ignorance of the factual situation. The Soviet Union had not been a Member of the Organisation at the time the Committee was set up, whereas Australia had been a Member, but the U.S.S.R. had raised the question of its membership of the Committee when it became a Member of the I.L.O.

Mr. Majid had also referred to the interests of various countries in Asia, but this was not a question of interests but of geographical situation. A large part of the territory of the U.S.S.R. was in the continent of Asia. The Pakistan Government was aware of this, otherwise it would not have joined other Asian governments in inviting the U.S.S.R. to the Bandung Conference of Asian powers. The
fact that the U.S.S.R. was a large Asian power could not be ignored.

In fact, there was no argument in favour of further postponement. He urged that the question of the U.S.S.R.’s ex officio membership of the Asian Advisory Committee be settled satisfactorily in accordance with the factual criteria.

The Chairman said that the Governing Body was faced with two proposals, one for deferment and the other, coming from the U.S.S.R. Government representative, that the Governing Body take a decision forthwith on the U.S.S.R.’s request for membership of the Asian Advisory Committee. He would put the U.S.S.R. Government representative’s proposal to the vote first.

Sir Guildhaume Myrddin-Evans thought that many members of the Governing Body were in the same situation as the Workers’ group, in that they had taken no position but simply thought that it was not appropriate to discuss the matter before the recommendations of the Asian Advisory Committee itself were available. Consequently he suggested that the motion for adjournment should take precedence over any motion for substantive action.

The Chairman said that he would put the motion for deferment first if that was the wish of the Governing Body.

By 29 votes to 3, with 5 abstentions, the Governing Body decided to await the recommendations to be made by the Asian Advisory Committee at its Ninth Session before dealing further with the question of the composition of the Committee.

Mr. Yü said that he had abstained because he would have liked to see a decision taken at the present session. He fully reserved his position when the matter came up again.

TWENTY-FIRST ITEM ON THE AGENDA

Report of the Director-General

I. Obituary

The Governing Body requested the Director-General to convey its condolences to the late Sir Andrew Clow’s widow.

The Governing Body requested the Director-General to convey its deep sympathy to the late Mr. Fabra Ribas’s widow.

II. Composition of the Governing Body.

III. Composition of the International Labour Organisation: Entry into Membership of the Federation of Malaya.

IV. Progress of International Labour Legislation.

V. Internal Administration: Communication to the Governing Body of Appointments under Article 19 (c) of the Staff Regulations.

VI. Publications.

VII. Communication to the Governing Body: Statement of the Executive Board of the International Confederation of Free Trade Unions Favouring the Setting Up of an African Field Office.

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

FIRST SUPPLEMENTARY REPORT

Proposals concerning the Establishment of an African Advisory Committee.

Mr. Burne said that he was speaking in his own name and on behalf of certain British Commonwealth employers’ organisations, and that the views he expressed were not necessarily those of the Employers’ group.

After carefully studying the proposals in the document he had been unable to ascertain whence they originated. Nor was there any indication in the report of the Committee of Experts on Social Policy in Non-Metropolitan Territories of a recommendation that an African Advisory Committee be set up. It might be that requests had been received from persons directly concerned with the problems of the area, either nationals or inhabitants of it, but if that were the case the Governing Body should be so informed.

The Governing Body should beware of proceeding with undue haste. In the first place, there could be no parallel between the establishment of an African Advisory Committee and the establishment of an Asian Advisory Committee. When the latter had been discussed some eight years previously there had been a fair number of members of the Governing Body from the area concerned. At the present time the Government group included no representative of an independent State in the area to be covered by the proposed Committee, although countries responsible for the international relations of territories in that area were represented. The Employers’ group included only a substitute member from the area, from Liberia, although he himself was authorised to speak on behalf of the employers of the United States of South Africa and of Southern Rhodesia. The Workers’ group did not appear to have any representatives from the area.

The Governing Body was therefore not in possession of sufficient information to satisfy itself that the peoples of the area desired such a committee and there was nothing in the document to indicate that that was the case. On the contrary, there was some evidence that a committee of this nature might be unacceptable to some of the nationals of the area. In the circumstances it would be better to defer a decision until the wishes of the populations of the area were known more precisely.

However, should the Governing Body be satisfied that it was representative enough of the area concerned and in possession of sufficient evidence on which to take a decision, certain other factors would have to be taken into account. First of all, conditions in Africa south of the Sahara were totally different from those in Asia. Secondly, Africa south of the Sahara was already covered by two bodies: the International Labour Organisation for the establishment of an African Advisory Committee and the Commission for Technical Co-operation in Africa South of the Sahara. Thirdly, in the whole of this vast area there were widely different stages of industrial, economic, social and political development varying not only from territory to territory but from one part of a territory to another and from tribe to tribe. Members should have the opportunity of further consideration and of conferring with colleagues from the countries concerned before taking a decision which concerned the future welfare of the population of an enormous region.

Two other considerations also suggested that the proposal was premature. Alarm at the increasing costs of the I.L.O. had been expressed in the Financial
and Administrative Committee, which had already approved expenditure for the opening of an African Field Office. It would be prudent to pause and permit that Office to be properly organised before committing the I.L.O. to further expenditure, which, moreover, would be recurring expenditure, as in the case of the Asian Advisory Committee.

Finally, the Asian Advisory Committee, at its next meeting, was to review its activities since its inception. Surely it would be sound to await the report on that review before establishing another committee on similar lines. The Governing Body should not take a decision at its present session but if the matter were pressed to a vote he would oppose the proposal.

Sir Guildhaume Myrdidin-Evans expressed his deep appreciation of the patience with which the Director-General had carried out his consultations on this matter and of the clarity of his proposals. The United Kingdom Government believed that these proposals marked the beginning of a new era for I.L.O. activities in Africa. They had been precisely those calculated to help the peoples of the part of Africa to which they related. He hoped that the Governing Body would approve them at its present session as they stood, so that the necessary work could be put in hand without delay.

Mr. ben Sed'dik thanked the Director-General for the document, which showed that the I.L.O. was interested in the African continent, until recently considered of minor importance. The proposals had awakened great interest among the African workers. However Africa was a continent the unity of which was based not only on geographical but also on historical, ethnic and economic considerations. The Sahara was not, and should not be regarded as a barrier between northern and southern Africa but as a link. The Committee should not be restricted to Africa south of the Sahara, an expression which in itself made the project suspect to Africans, who viewed the cutting up of their continent in this way as arbitrary. There was a greater similarity between the problems of the different peoples in Africa than there was in Asia.

The proposals before the Governing Body had probably been conceived a number of years ago; since then the situation in Africa had changed and was continuing to change very rapidly. The outlook of the Office should be in line with developments in Africa, and not static and out of date. It was his view, as an African rather than a Moroccan, that the competence of the Committee should be extended to cover the whole of the African continent.

A Councillor of the French Union from Mauritania, who had recently drawn attention to the fact that there was neither an advisory committee nor a regional conference for the area in persuading them that there was need for a change of attitude on their part and on the I.L.O.'s towards the affairs of Africa. During those consultations it had become obvious that there was little prospect of arriving at a satisfactory arrangement unless it were directed to the special problems of " black Africa. " On behalf of the Workers' group he had accepted that situation in the hope of obtaining new machinery which would be more independent and more representative of the workers and employers in the area concerned.

It was true that the Workers' group of the Governing Body, while it included three members from Africa north of the Sahara, did not include any representatives of Africa south of the Sahara, and it
was precisely for that reason that the Workers were anxious that the Governing Body should have the advice of those who were not represented on it. The Organisation moved slowly and results of the right kind could not be obtained by undue haste. This did not mean that North Africa should not be covered by the I.L.O.'s activities. The Workers' group was admittedly not unanimous as to the manner in which that should be done; it had, however, decided to support the proposals, subject to certain conditions.

First of all, the Workers did not wish to endanger the possibility of establishing the Committee by trying to give it too wide a character and thereby forfeiting the support of some members of the Governing Body. For some years they had been trying to force open a closed door; that door was now ajar and the Workers preferred to continue their efforts to get it opened still wider.

It must be recognised that there were differences between the problems of Africa south of the Sahara and those north of the Sahara. A former Workers' member of the Governing Body from Egypt, in discussing in 1956 the report of the Fourth Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories, had drawn attention to the great diversity of conditions in Africa, pointing out that while North Africa was typically mediterranean, conditions south of the Sahara presented a great variety of separate problems, and that there was even a third group of problems on the southern tip of the continent which were distinct from those elsewhere.

In the circumstances, he proposed on behalf of the Workers' group that the Director-General be asked to produce a paper for an early session of the Governing Body showing the different methods by which the North African countries could be more closely associated with the activities of the I.L.O. There were various methods that might be considered, including the extension of the proposed African Advisory Committee itself; this solution would, however, have financial implications and it might be necessary to reduce the number of representatives from North Africa south of the Sahara in order to enable representatives from the North to be included. Other possibilities were the establishment of a regional conference for the whole of Africa, or of a committee or conference covering all the countries adjacent to the Mediterranean, or again of a larger committee which would cover the North African countries as distinct from the countries covered in the present proposals, in the form of a committee covering the whole of Africa with two sections, one for the north and one for the area south of the Sahara.

*Mr. Troclet* also congratulated the Director-General and supported the remarks of Sir Guildhaume Myrddin-Evans and Sir Alfred Roberts. The Belgian Government was entirely in agreement with the proposals as they were formulated. Although he understood the motives of Mr. ben Seddik and Mr. Guessous, he thought that their arguments had been shaken by the statement mentioned by Sir Alfred Roberts, and he was himself convinced that the problems of Africa north and south of the Sahara were different and called for different solutions. If Mr. Guessous' arguments were followed to their logical conclusion no regional committees would ever be set up since it would be found that problems throughout the world were identical. For the I.L.O. to do useful work the various problems to be dealt with must be grouped together according to their nature.

The Governing Body should remember that it had just approved a draft agreement between the League of Arab States and the I.L.O. If there had been any objections to that agreement he would have supported Mr. Guessous in calling for its approval, because he believed that the I.L.O. ought to put itself at the disposal of regional groups of countries and to regionalise its activities so that they could be closely adapted to actual conditions. But the very fact that such an agreement was proposed stressed the difference that existed between the countries north and south of the Sahara. Furthermore, it was relevant to some of Mr. Arutiunian's remarks to point out that divisions of this kind had already been established, as for example in Asia. The Asian Regional Conference and the Asian Advisory Committee did not cover the Near and Middle East for the simple reason that it had been recognised that the problems of those areas were different. The same criteria should be applied, *mutatis mutandis*, to Africa north and south of the Sahara. He did not believe that there would be any advantage, even in the future, in establishing a single committee for the whole of the African continent, but that was a matter which would have to be discussed when the hour arrived. He hoped the Governing Body would adopt the proposals as they were formulated; if they had been formulated more widely it was unlikely that the Belgian Government would have been able to support them.

*Mr. Ribeiro da Cunha* said that the document now before the Governing Body was the outcome of a long process which had been gradually developing ever since the matter had first been raised some years previously. As he had already informed the Governing Body, at its last session the Committee of Experts on Social Policy in Non-Metropolitan Territories had, with the positive contribution of Workers' and Employers' members, performed a remarkably useful task. It had worked on the basis of a survey prepared by the Office of the problems in the area now under consideration. It would be of advantage if the Governing Body were to agree to the Director-General's proposals as they stood, as the basis for the I.L.O.'s work in the region in question, and it would be encouraging for the populations concerned if the Governing Body could adopt the proposals unanimously.

He also supported Sir Alfred Roberts' remarks.

*Mr. Merani* thought that the establishment of an African Advisory Committee was long overdue, and heartily welcomed the Director-General's proposals. It would have been better for the whole of the African continent to be covered, because of geographical, social, economic and also purely realistic considerations. The United Nations had decided to establish an Economic Commission for Africa which would have no such limitations. If, however, the proposals now before the Governing Body were the only acceptable basis for the establishment of the I.L.O. Committee, he hoped that the Director-General would take action as soon as possible along the lines suggested by Sir Alfred Roberts.

He agreed with the terms of reference of the Committee as set out in paragraph 5. As regards composition, since the Committee would not begin to operate until 1959 it would be as well to proceed with the nominations of the Employers' and Workers' members, mentioned in paragraphs 6(b) and (c) of

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1 See above, Minutes of the Fourth Sitting, p. 27, and Appendix XVIII, Annex B, p. 127.
the Office document, during the session of the International Labour Conference in June. As regards periodicity, he believed that the Committee should meet more frequently at the beginning and then less often than once every two years.

Mr. ben Seddik recognised that the proposals were a step in the right direction but could not see why they should stop half way. It was illogical that Mr. Troclet should have noted the remarks of a former Egyptian member of the Governing Body, quoted by Sir Alfred Roberts, as an argument against Mr. Guessous's remarks, but should not take account of the statement by a Mauritanian political figure, quoted by himself, that the Sahara did not intend to be regarded as a barrier.

As Sir Alfred Roberts had said, the Workers' group supported the development of the I.L.O.'s activities in North Africa, and the differences in the group related only to the question of timing. While the majority of the group considered that the proposals should be accepted because they represented progress, the group supported the development of the I.L.O.'s activities in North Africa, and the differences in the group related only to the question of timing.

That being so, the existing organisations no longer exactly corresponded to present-day realities and it was therefore proposed to establish an I.L.O. African Advisory Committee which would be constituted differently from the preceding bodies. In this whole context it should be borne in mind that none of the continental organs created by the I.L.O. had sprung up suddenly. The Conference of American States Members of the I.L.O. had been only the reflection on the social level of a political organisation previously established by the American States themselves. When the original nucleus of an Asian body had been set up it was essentially connected with Sena-Fabi Asia, and this body was dominant when the first Asian Regional Conference met; it had covered India, Indo-China, what was now Indonesia, and the neighbouring countries in Oceania, namely Australia and New Zealand. Although Japan and then the Soviet Union had subsequently been added to that nucleus the Asian body had not been originally established to deal with their problems. This also explained why the Middle Eastern countries had remained outside the I.L.O.'s Asian framework, thus posing a problem which would have to be solved some day. In Asia, therefore, accretion had been gradual and there was nothing surprising in the same approach being applied in the case of Africa.

The proposed African Advisory Committee would have the same field of activity as the Committee of Experts of which it was the successor, and its point of departure would be the work already done, the moral or legal undertakings entered into and the studies already carried out. If this framework were tampered with it would be more difficult to get the new Committee to carry on its way. He did not think that the framework might be expanded in the future, but at this stage it was not possible to see how or in what direction. It was certain that " black Africa " had a social structure different from that of North Africa and, though the differences might be attenuated in the future, as yet they were substantial. Why try to predetermine future developments? It would be a mistake not to set the African Advisory Committee in the framework proposed by the Director-General, thus facilitating its initial activities while not precluding future developments in any direction.

Mr. de la Fuente Locker supported the remarks made in favour of the Director-General's proposals. He would vote for those proposals as they stood but would have to abstain if they were substantially modified.

Mr. Guessous supported Mr. ben Seddik's last remarks. The Sahara was an area not of division but of contact, and its prospects of future development did not have due regard to the unity of the African continent, it would be left behind by events, instead of being in the vanguard as it should.

The speaker said that Sir Alfred Roberts could rest assured that Morocco had no intention of causing the slamming of the door which had recently begun to be opened, but he must stress, in reply to Mr. Troclet, that as Morocco did not yet belong to any regional organisation it was only logical that it should hope to participate in the African Committee rather than in some other body. The arguments advanced to distinguish between the problems of Africa north and south of the Sahara were rather superficial. The affinities between Morocco and the rest of Africa were evident to anyone who saw them on the
The role of a regional committee was precisely to create a better understanding of the nature of varying problems and to speed up progress where it was most urgently needed.

He suggested that the Director-General might, having regard to the present discussion, submit as soon as possible a document which would take account of his arguments and not prejudice the eventual expansion of the African Advisory Committee.

Mr. Nasr recognised the high motives which had inspired the Director-General's proposals and congratulated him and the Office on the way in which the document was framed. However, he did not see how he could explain to the people from his own region why, when the Asian Advisory Committee was set up, it stopped at their northern frontiers whereas an African Advisory Committee was set up to stop at their southern frontiers. Surely the Governing Body did not regard the Middle East and North Africa, and particularly the Arab States, as a model of social development with no need of improvement through the I.L.O. Nor could he believe that his region had been put into some sort of quarantine.

He had noted with regret the implication in the remarks of some members of the Governing Body that the proposals for the establishment of the Committee would not be acceptable if its composition were to be expanded. He felt that the demand for its expansion was backed by a real need the fulfilment of which he did not wish to obstruct. Nevertheless, having regard to the fact that the establishment of an African Advisory Committee was under consideration, and that Turkey, Iran, the Arab countries, and the countries of North Africa (except for the Sudan which was not south of the Sahara and which was geographically, socially, linguistically and even nationally linked to the above countries) were excluded from coverage by both the two regional committees, he wondered whether the Director-General might be able to submit, as soon as possible, proposals for modifying the composition of both the Advisory Committees in such a way as to enable that group of countries not to feel itself alienated from the I.L.O.'s regional activities.

Mr. Arutunian said that the present discussion was the sequel to that which had taken place on the I.L.O.'s activities in Africa, in the course of which he had already expressed his views on the principles involved.

The feature of the discussion that deserved careful attention by the Governing Body and the Director-General was the fact that the representatives of the countries of the region, of which only Morocco was represented in the Governing Body, had spoken of the urgent need for a committee which would cover the whole of Africa. According to the representative of the Moroccan trade unions, and to Sir Alfred Roberts himself, the Workers' members were also in favour of a committee which would cover the whole of Africa, although some members of the Workers' group believed that for tactical reasons the Director-General's proposals should for the moment be accepted, subject to certain conditions, whereas others believed that a broader-based committee should be established at once. In general, support for a committee for the whole of Africa had been expressed by representatives from African and Asian countries. Those who had spoken in favour of a restricted committee were mainly from the United Kingdom, Belgium, Portugal, France and others who supported the policy of those countries. Mr. Rama­dier had said that a social body should be set up to co-operate with the existing organisation of African governments. That organisation, however, had not been set up by all the African countries but, as stated by the American author he had already quoted, by the colonial powers.

The Director-General's proposals followed that line. According to paragraph 6 of the Office document, the Committee would be composed of representatives from nine countries, five of which were colonial powers—namely Belgium, France, Portugal, the United Kingdom and the Union of South Africa. The four others—Ethiopia, Ghana, Liberia and the Sudan—were African countries, but they would be in a minority. Had the views of other African countries been canvassed?

Thus the African countries wanted a committee which would cover the whole continent, while the colonial powers wanted a body in which they would have the majority and which would cover only Africa south of the Sahara. He was therefore opposed to the proposals for the composition of the Committee, which would exclude countries such as those of the United Arab Republic, Morocco and Tunisia which could make a most important contribution to its work. He supported Mr. Guissous' suggestion that consideration of the matter be adjourned and that the Director-General be asked to submit new proposals which would take account of the views expressed in the Governing Body. It would also be desirable that this matter be referred to the next session of the International Labour Conference; for this it would not be necessary to place a new item on the agenda since it could be considered under the Director-General's Report, thus enabling the views of other African powers to be considered.

The Chairman called on Mr. Eggermann (observer representing the International Federation of Christian Trade Unions) to make a statement.

Mr. Eggermann (observer representing the International Federation of Christian Trade Unions) said that the Director-General's proposals had been welcomed by the I.F.C.T.U. and endorsed by its African affiliates. The I.F.C.T.U. had for long been urging the I.L.O. to develop its activities in Africa and the spokesmen of its affiliated African organisations had repeatedly stressed this point when they took part in I.L.O. meetings. At the recent session of the Committee of Experts on Social Policy in Non-Metropolitan Territories, with the full support of the I.F.C.T.U. they had pressed for a tripartite African regional conference.

The Director-General's proposals were a step forward which should be followed up by other advances. The I.F.C.T.U. noted that the African countries adjacent to the Mediterranean were outside the area to be covered by the proposed committee; but the social and economic problems of the workers in those countries were acute and, with a view to an appropriate approach to the solution of those problems, the president of an I.F.C.T.U. affiliated organisation had at the beginning of the year sent to the Director-General suggestions, which the Officers of the I.F.C.T.U. had supported, requesting the Director-General to inform the Governing Body of them. In the meantime the immediate establishment of the proposed committee would give the African workers renewed confidence in the universality and tripartite principles of the I.L.O.
Sir Guildhaume Myrddin-Evans expressed appreciation of the moderate and statesmanlike way in which Mr. Guessous and Mr. ben Seddik had represented their views. There was no real difference of views in the Governing Body, since it was universally felt that all the Members of the Organisation should be associated as closely as possible with the activities of the I.L.O., not only centrally but through regional arrangements as well. He therefore warmly supported Sir Alfred Roberts’s suggestion that the Director-General might submit a report in due course on this matter.

If that were not too late to suggest an alteration, the terms of reference of the proposed committee, as set out in paragraph 5 of the Office document, might perhaps be improved by not particularising. For instance, the statement that the Committee would “in particular . . . make recommendations concerning the advisability of I.L.O. meetings in Africa and the composition and agenda of such meetings” was unobjectionable in that the committee would no doubt deal with such questions as did the Asian Advisory Committee, but it would have been preferable not to particularise in order to avoid any appearance of restriction.

The United Kingdom Government was particularly appreciative of the fact that the territories of Nigeria and the Central African Federation were to be associated with the committee and, in accordance with its constitutional relationships with those territories, would take steps to consult their governments as soon as possible in order to ascertain whether they wished to be invited to serve.

Sir Richard Snedden said that he would vote in favour of the proposals in the Office document.

Mr. Guessous said that if the Director-General’s proposals were adopted as they stood, particularly in respect of the geographical composition of the committee, the Moroccan Government would have to make the most express reservations. That was why he had asked the Director-General to submit to the Governing Body as soon as possible a document which would not prejudice the eventual extension of the committee as now proposed.

He expressed his appreciation of the remarks of Sir Guildhaume Myrddin-Evans.

Mr. ben Seddik said that his original intention had been to propose that the composition of the committee should be enlarged at the present session. After the further remarks of the United Kingdom Government representative he now thought that it would be wiser to request the Director-General, having regard to the suggestions that had been made, to submit to the Governing Body a document which he hoped would give some prospect of extension.

Mr. Burne thanked Sir Alfred Roberts for his explanation of the origin of the proposals but pointed out that the employers of the Union of South Africa, on receiving the document, had informed him that they were astonished at these proposals. Thus people in the area had had no previous knowledge of the matter, and as there was not sufficient information about it in the document itself he had not been able to obtain a firm decision from them.

Mr. Waine said that he approved the Director-General’s proposals in the same sense as had been indicated by Mr. Ramadier.

The Chairman said that a number of members of the Governing Body had indicated that they would support the Director-General’s proposals as they were worded in paragraph 10 of the Office document. Other members had asked that the Director-General should submit to an early session of the Governing Body a document on possible methods of extending the committee’s scope. Could he take it that in making this request they were not opposed to the establishment of the committee as at present proposed?

Mr. Arutunian thought that to begin by setting up a restricted body and then consider its extension was tantamount to burying the issue. In his view the whole question should be deferred; and he thought that this corresponded to the intentions of the Moroccan Government representative. He now proposed formally that further consideration of the question be deferred until May, and that the Director-General be asked to submit a document which would have regard to the exchange of views that had taken place at the present session. This would not involve any delay, as in any case the Committee would not be established before May and would not begin to operate before 1959. If this proposal were not accepted he reserved the right to ask for immediate consideration of the extension of the committee’s scope.

Mr. Erban supported Mr. Arutunian’s proposal because he believed that the Governing Body should try to obtain and take into account the views of the North African countries, which under the present proposals would not be represented on the committee.

Mr. Troclet urged the Governing Body not to postpone its decision because if the whole question were taken up again in a new document it would become much more complex. Like Sir Alfred Roberts, he believed that the persevering efforts which had resulted in the proposals now before the Governing Body should be brought to fruition first of all if something positive were to be done on behalf of the peoples of Africa south of the Sahara, and that then the door which had begun to be opened could be pushed a little wider.

Mr. ben Seddik said that he had understood that the Governing Body would request the Director-General to submit a document which would have regard to the criticisms and observations made at the present session, but that there would be no question of voting on the present document, still less of burying it. If that was not the situation, he wished to propose an amendment to the definition of the “Area” in paragraph 4 of the Office note to be put formally to the Governing Body in the following terms:

The competence of the committee will cover all the countries of the African continent including the off-shore territories of Madagascar, Mauritius and Zanzibar, and the non-metropolitan territories for whose international relations Belgium, France, Portugal and the United Kingdom are responsible.

The Chairman said that he would first put to the vote the proposal for deferment made by Mr. Arutunian and seconded by Mr. Erban. If that proposal was not carried, he would then ask the Governing Body to vote on the proposal by Mr. ben Seddik to amend paragraph 4 of the Director-General’s
proposals, and, finally, the Director-General’s proposals as a whole.

By 3 votes to 33, with 2 abstentions, the Governing Body rejected the proposal by Mr. Arutiunian that the Governing Body defer consideration of the proposals concerning the establishment of an African Advisory Committee pending the submission by the Director-General to the 139th Session of revised proposals, taking into account the suggestions made during the discussion at the 138th Session.

By 3 votes to 32, with 2 abstentions, the Governing Body rejected the amendment proposed by Mr. ben Seddik to paragraph 4 of the proposals in the First Supplementary Report.

By 33 votes to 3, with 3 abstentions, the Governing Body adopted the proposals in paragraph 10 of the First Supplementary Report.

Mr. Ago pointed out that he had voted in favour of the proposals in paragraph 10 in the certainty that the Director-General would have due regard to the rectification he had requested in connection with Somaliland.

The Chairman invited the Governing Body to take a decision on Sir Alfred Roberts’s proposal to the effect that the Director-General be asked to produce a paper for an early session of the Governing Body showing the various methods by which the North African countries could be more closely associated with the activities of the I.L.O., taking into account the views expressed during the discussion.

Mr. Guessous stated that the Moroccan Government was completely in agreement with the principle of the establishment of an African Advisory Committee but had the most express reservations on the composition of the committee as proposed in the Office document. Would it be possible to add in Sir Alfred Roberts’s proposal, after the word “showing” the words “without prejudice to an eventual extension of the committee”?

Sir Alfred Roberts said that this was implicit in his proposal.

Mr. Arutiunian proposed, as an amendment to Sir Alfred Roberts’s proposal, to add the words “in 1958” after the words “early session”.

Sir Alfred Roberts would prefer to leave the choice of session to the discretion of the Director-General, since it might be necessary for him to hold consultations. An early session might mean May or November 1958.

By 3 votes to 27, with 7 abstentions, the Governing Body rejected the amendment moved by Mr. Arutiunian to the proposal made by Sir Alfred Roberts on behalf of the Workers’ group.

By 26 votes to 0, with 12 abstentions, the Governing Body requested the Director-General to prepare a paper for an early session of the Governing Body showing the various methods by which the North African countries could be more closely associated with the activities of the I.L.O., taking into account the views expressed during the discussion.

Sir Alfred Roberts said that the rejection of Mr. Arutiunian’s amendment was not to be understood to mean that the matter could be delayed indefinitely. An early session meant the earliest occasion on which the Director-General was able to submit his proposals, and it was intended that they should be discussed before the end of 1958.

Sir Richard Snedden said that he had abstained on the Workers’ proposal because it might well be that in trying to define some sort of organ to further the activities of the Office in respect of North Africa the Director-General would have to go beyond the African continent.

Mr. Arutiunian stated that he had abstained because he wished to have no part in the burying of this proposal.

Sir Alfred Roberts said that, as he had already explained, the object was that such a document should be discussed in 1958, if possible in May, although there were obvious difficulties.

The sitting closed at 7.10 p.m.

E. Calderón Puig.
The Governing Body was composed as follows:

Chairman: Mr. CALDERÓN PUIG.

Mr. AGo, Mr. AHMAD, Mr. AMBEKAR, Mr. ARUTUUNIAN, Mr. BARBOZA-CARNEIRO, Mr. BECKER, Mr. BERGENSTROM, Mr. BJÖRCK, Mr. BOCOBO, Mr. BURNE, Mr. DE BOCK, Mr. DELANEY, Mr. DONOSO, Mr. ERBAN, Mr. FENNEMA, Mr. DE LA FUENTE LOCKER, Mr. HAUCK, Mr. HAYTHORNE, Mr. KAITE, Mr. MAJID, Mr. MERANI, Mr. MISHIRO, Sir GUILDAHLNE MYRDDIN-EVANS (replaced during part of the sitting by Mr. ROBERTSON), Mr. NASR, Mr. NIelsen, Mr. O’Brien, Mr. PARKER, Mr. PEDRUEO, Sir Alfred ROBERTS, Mr. SANCHEZ JUAREZ, Mr. SANCHEZ MADARIAGA, Mr. SAUERBORN (replaced during part of the sitting by Mr. GELLER), Mr. BEN SEDDIK, Sir Richard SNEEDEN, Mr. TROCLET, Mr. VAN LINT, Mr. WALINE, Mr. WILKINS, Mr. Y0.


FOURTEENTH ITEM ON THE AGENDA

Reports of the Financial and Administrative Committee

General Discussion

The Chairman said that the Financial and Administrative Committee had taken a week to discuss the budget and that lengthy negotiation had been required before it could be approved. He hoped therefore that it would not be necessary at the present stage of the Governing Body’s proceedings to embark upon a further long discussion.

Mr. Arutunian said that the Government of the U.S.S.R. had a number of suggestions to make for the better use of the Organisation’s financial resources, and for that purpose he had submitted in writing proposals for adoption by the Governing Body.1

The budget had grown up over many years and was uselessly burdened with a number of items no longer in conformity with the Organisation’s current requirements. The present structure of the budget was, for example, an impediment to the development of the activities of Industrial Committees and of the I.L.O.’s regional bodies. Instead of the impracticable and irrational method of increasing the budget to enable all the necessary committees to meet and to permit the general development of the I.L.O.’s activities, it would be desirable to consider reforms so that the resources available could be put to better use.

He proposed that, as in the case of the 1959 budget, any increase in the United Kingdom Government’s contribution to the budget before it was finalised, but it was to be

1 For the text of the proposals see below, Appendix XIV, Annex, p. 108.
hoped that they would be confined to the smallest possible amounts. For example, the additional credit in respect of freedom of association should not now be more than one-quarter of the amount originally mentioned by the Director-General.

Discussion in the Financial and Administrative Committee had been arduous but fruitful and congratulations were due to all those who had contributed to the final result, particularly the Director-General and the Treasurer-Comptroller. After so much effort he hoped that the budget could be carried in the Governing Body if not unanimously, at least nearly so, as had been the case in the less recent past.

Sir Alfred Roberts understood Mr. Arutiunian’s remarks as a proposal for substantial reductions in the provisions for Industrial Committees and the deletion of provision for the payment of subsistence allowances and travelling expenses for their members, as had been proposed in the past by some Employers’ members of the Financial and Administrative Committee. The effect of such a proposal would be to deprive the governments of underdeveloped countries, as well as workers’ and even employers’ organisations, of the financial possibility of taking part in the work of Industrial Committees. Thus, representatives of all three groups from the financially stronger countries would dominate the proceedings of such committees, whereas the constant endeavour of the I.L.O. had been to facilitate the participation of underdeveloped countries so as to promote the improvement of the living and working conditions of their populations.

On the other hand Mr. Arutiunian’s proposals concerning the staff were not a matter for the Governing Body but for the Director-General. This was probably the first occasion on which the Financial and Administrative Committee had clearly not been prepared to accept the budget proposals even as revised by the Director-General. The Workers’ group had taken the view that it could not support the revised proposals even at the risk of endangering provision for 1959 entirely. It had only been as a result of further consideration and discussion that a compromise had been adopted, which the Workers’ group would support in the Governing Body although it was not fully satisfactory.

The attitude of Workers’ members was due to reasons quite different from those motivating the Employers’ group. For a number of years past the Workers had supported the budget so that it could be adopted by the Conference, although they had not felt that proper account had been taken of their views. The attitude of Government representatives was that the Director-General should make reductions in the budget as the increases, but the Workers felt that the taxes they had financed small proportion of the contributions of States Members and that their demands and needs should in fairness be met. He was not prepared to discuss whether this might mean a revision of the structure and activities of the Organisation but in any case the Organisation must have the funds available to meet its responsibilities to the workers.

As he had remarked during the discussion of the budget proposals, the I.L.O. was not favoured financially by governments in the same way as were other international organisations and specialised agencies. One of the latter had increased its budget by 70 per cent. between 1953 and 1958, whereas the I.L.O.’s budget had increased by only 24 per cent. This appeared to be partly due to pique on the part of governments because they had not exclusive control over the budget of the I.L.O. as they had over that of other organisations. In this connection the Governing Body, and particularly governments, should examine more carefully the comparative value of the needs and desires that the various organisations had to fulfil.

Mr. Merani said that certain aspects of the I.L.O.’s work should be further developed in regard both to operational activities and to the regular programme. Two of these aspects were workers’ education and training; more should also be done in the field of agriculture. He hoped that the Director-General would give the maximum possible consideration to these three fields in the budget proposals for 1960.

Mr. Erban supported Mr. Arutiunian’s proposals, the implementation of which would not involve a budgetary revolution but simply better utilisation of resources and an expansion of activities.

Mr. Sauerborn stated that he would vote for the budget and supported all the remarks of Sir Guildhaume Myrdin-Evans. His detailed views were related in the reports of the Financial and Administrative Committee.

Mr. Barbosa-Carneiro said that on behalf of the Brazilian Government he also would vote for the budget, and supported the remarks and suggestions of Sir Guildhaume Myrdin-Evans. He hoped that the 1960 budget would show a reduction on that of 1959.

Mr. Waline said that the views of the Employers’ members of the Committee were set forth in paragraph 157 of its second report. Their apprehensions had not been allayed by the majority vote in favour of the budget proposals and the Employers’ members of the Governing Body would therefore either vote against the budget or abstain.

Mr. Troclet said that he would vote for the budget, but that he supported the remarks of Sir Guildhaume Myrddin-Evans and even more strongly those of Sir Alfred Roberts.

It was disquieting to note that in the Governing Body the budget always seemed to be discussed from a standpoint which diverged from the principles underlying the I.L.O. as an organisation responsible for promoting social progress in order to contribute to peace throughout the world. It was to be hoped that all governments, particularly the more reluctant among them, would remind themselves of the basic principles of the I.L.O., would show greater generosity towards it and would not do anything which would really endanger its activities. He felt justified in making this comment because the Belgian Government had constantly favoured the development of the Organisation, and the Belgian Parliament had always voted its contribution to the I.L.O. without reservation.

Mr. Yü said that one of the most important considerations in connection with the budget was that of ensuring good working conditions while preserving the good name of the I.L.O. Care must be taken not to hamper the Director-General or the Office in their tasks, while bearing in mind certain criticisms current in various countries. Public opinion, without fully understanding the constantly growing work of
the I.L.O., was disturbed by the steadily increasing size of its budget. Geographical considerations were also important; the responsibility for developing the activities of the I.L.O. fell on all States Members, and it was desirable that these activities should be so emphasised in different parts of the world as to justify the distribution of the expenses involved in the budget. In this connection, consideration should be given to the establishment of correspondence or branch offices in certain regions.

Criticisms were sometimes made, of a few individual officials, which tended to bring discredit on the whole of the staff. Members of the staff should be warned that in their attitude and statements they should always have primary regard to the basic interests and international character of the Organisation, and should refrain from political bias. He hoped that the Director-General would consider these matters with a view to finding an appropriate solution.

The Chinese Government was appreciative of the efforts made by the different members of the Committee with a view to reaching a compromise which would enable the I.L.O. to continue its activities smoothly.

The Chairman asked whether Mr. Arutunian wished his proposals to be put to the vote. The Director-General had undertaken to give full consideration to them.

Mr. Arutunian said that he did not wish the Governing Body to take a decision on his proposals at the present session; they could perhaps be discussed at the next session.

In reply to Sir Alfred Roberts, he said that his intention was not to prejudice the work of Industrial Committees but rather to promote it. It was stated in the last paragraph of his proposals that the funds released by their implementation should be used for the operational activities of the I.L.O., for technical assistance for underdeveloped countries, and to extend the activity of the Industrial Committees. Statistics showed that only a quarter of the States Members took part in the work of those Committees, and almost half of the composition of each was made up by the same nine countries: the United States, the United Kingdom, the Netherlands, Japan, Italy, the Federal Republic of Germany, France, Canada, and Belgium. Thus, the underdeveloped countries took very little part in the activities of Industrial Committees although they were financed from the contributions of all the States Members. If the cost of Industrial Committees was borne only by the countries which took part in their work, the contributions of underdeveloped countries could be put to better use for assistance to those countries and the defence of the interests of their workers.

In spite of his dissatisfaction with the activities of the I.L.O. and the budget, he would vote for it in the Governing Body, but reserved the position of the Soviet delegation at the Conference. He hoped that the Director-General would give consideration to his remarks on the budget and staff questions, and report on them to the next session of the Governing Body.

First Report

FINANCIAL, BUDGETARY AND ADMINISTRATIVE QUESTIONS

Minutes of the Committee.

Results of the Financial Year 1957.

Results of the Expanded Programme of Technical Assistance Account for the Financial Year 1957.

Notification of Exceptions to Staff Regulations Entailing Additional Expenditure (Article 118 of the Staff Regulations).

Payments in 1957 in Respect of Transactions Covered by the Budget of Preceding Years (Article 18 (3) of the Financial Regulations).

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

Transfers Within the 1957 Budget.

The Governing Body approved the transfers in the 1957 budget as listed in column II of the schedule of proposed transfers reproduced as Annex A to the report.


Financial Questions Relating to the Expanded Programme of Technical Assistance.


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

Receipt of Trust Funds.

The Governing Body (a) endorsed the action taken by the Director-General to continue the special arrangements with the Governments of Iran and Tunisia; (b) authorised the Director-General to conclude the arrangements at present under negotiation; and (c) authorised the Director-General to accept any funds which might be made available by other governments under similar arrangements.

Gifts to the Organisation.

The Governing Body endorsed the action taken by the Director-General, and confirmed its authorisation to him to accept gifts in money or in kind made by governmental or non-governmental organisations or private persons in aid of the Andean Indian programme of technical assistance, subject to the condition that the gifts should not involve any financial liability for the Members of the Organisation.


The Governing Body decided that the additional cost of the Internships Programme in 1958, estimated to amount to $2,575 if the internships were taken up by all countries to which invitations had been sent, should be financed from savings within item 26, or, if this proved impossible, by means of a supplementary credit to be found by withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1960.

Possible Convocation in 1958 of a Tripartite European Regional Conference of States Which Are Members Both of the I.L.O. and the Council of Europe.

Other Meetings.

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


The Governing Body took note of this section of the report.
PENSIONS AND STAFF QUESTIONS

Statement by the Staff Representatives.

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

PENSIONS QUESTIONS

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

STAFF QUESTIONS


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

Conditions of Employment of General Service Category Officials in Geneva.

The Governing Body approved the proposed new salary scales for General Service category staff indicated in Annex E to the report, to be effective as from 1 January 1958.

The Governing Body approved the regradings listed in paragraph 96 of the report, to be incorporated in the draft 1959 budget for submission to the Conference. The Governing Body approved the Committee's decision that the additional amounts listed in paragraphs 94 and 97 of the report should be added to the appropriate items in the draft 1959 budget.

Mr. Wilkins reserved the position of the United States Government in respect of paragraph 104.

Subject to the abstention of Mr. Wilkins, the Governing Body decided that the additional cost for 1958 of the new salary scales for General Service category staff, estimated at $72,444, should be financed by savings within the appropriate items of the budget, or by transfer from some other budgetary item or, if this proved impossible, by means of a supplementary credit to be found by a withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1960.

Proposed Amendments to the Staff Regulations.

Mr. Wilkins drew attention to the position of the United States Government as recorded in paragraph III of the report.

Subject to the dissent of Mr. Wilkins, the Governing Body decided that the Staff Regulations should be amended with effect from 1 April 1958 in accordance with the drafts set out in Annex F to the report.

Resolution Adopted by the United Nations General Assembly concerning Classification for the United Nations Office at Geneva for the Purpose of Duty Station Adjustments.

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

Second Report

BUDGET ESTIMATES FOR 1959

The Chairman said that the decision taken by the Governing Body to establish the African Advisory Committee1, in accordance with the proposal referred to in paragraph 75 of the First Report of the Financial and Administrative Committee, would have budgetary consequences in 1959. In view of the deletion of the estimate of $25,004 for a meeting of the Committee of Experts on Social Policy in Non-Metropolitan Territories under item 13.40 and its replacement by a new sub-item 13.03 under item 13-A for a meeting of the African Advisory Committee, in the form of an estimate of $30,000, there would be a net increase of $4,996 over the budget total proposed in paragraph 163 of the second report. The figure of $8,444,861 in the text of the resolution in paragraph 163 should therefore be amended in both places to read $8,449,857.

Mr. Wilkins reaffirmed the position of the United States Government in respect of paragraph 163 as indicated in paragraphs 115, 147 and 161 of the second report.

Mr. Delaney, as Reporter, expressed appreciation of the efficient and devoted assistance of the members of the Office staff in preparing the Financial and Administrative Committee’s reports. Their competence was indicative of the high quality of the staff in general.

By 26 votes to 7, with 4 abstentions, the Governing Body adopted the budget estimates for 1959 as approved by the Financial and Administrative Committee, amounting to $8,449,857, and decided to propose to the International Labour Conference a resolution for the adoption of the budget for the 41st financial period (1959) and the allocation of expenses amongst Members for 1959, in the following terms:

In virtue of the Financial Regulations the Conference passes for the 41st financial period ending 31 December 1959 the budget of expenditure of the International Labour Organisation amounting

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1 See above. Minutes of the Seventh Sitting, pp. 46-52.
to $8,449,857 and the budget of income amounting to $8,449,857 and resolves that the budget of income from Members shall be allocated among them in accordance with the scale of contributions recommended by the Finance Committee of Government Representatives.

RECOMMENDATION TO EFFECT A REDUCTION IN THE LENGTH OF GOVERNING BODY MINUTES

Mr. Bocobo said that he would abstain on the proposal in paragraph 166 because he thought that the manner of effecting savings on the item concerned should be left to the Director-General, who had indicated his intentions in paragraph 165.

The Governing Body requested the Director-General to reduce substantially the length of the minutes of Governing Body sessions.

TWENTY-FIFTH ITEM ON THE AGENDA
Report of the Allocations Committee

The Governing Body took note of this report.

TWENTY-THIRD ITEM ON THE AGENDA
Appointment of Governing Body Representatives on Various Bodies

(Textiles Committee (Sixth Session, Geneva, 14-25 April 1958).

On the proposal of Sir Guildhaume Myrddin-Evans on behalf of the Government group, the Governing Body appointed Mr. Barboza-Carneiro (Brazil) as Chairman and Government group representative for the Sixth Session of the Textiles Committee.

Mr. Barboza-Carneiro thanked the Government group and the Governing Body for their confidence in him.

Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference.

Sir Guildhaume Myrddin-Evans said that on the assumption that the Committee would be composed of four Government representatives, three Workers' representatives and three Employers' representatives, the Government group proposed Mr. Ago, Mr. Majid, Mr. Migone and Sir Guildhaume Myrddin-Evans.

Mr. Waline, on behalf of the Employers' group and on the same assumption, proposed the appointment of Mr. Parker, Mr. Tata and Mr. Waline.

Sir Alfred Roberts said that the Workers' group proposed Mr. Nielsen, Mr. Mör and Mr. Sánchez Madariaga.

Mr. Arutjunian objected to the proposed composition of the Committee. He formally proposed that it be composed in accordance with the constitutional representation of the groups on the basis of a proportion of 2:1:1.

As far as the representation of the Government group was concerned he had no objection to any of the persons proposed, but it did not cover all the points of view represented in the Governing Body. If the purpose of the Committee was to establish conditions that would ensure the co-operation of all countries, it should include representatives of those countries which had definite proposals to make concerning the improvement of the working of the Committee, otherwise the establishment of the Committee would in itself give rise to legitimate suspicions. He had already reminded the Government group that Newton's law that action and reaction were equal and opposite applied to the reactions which would follow from attempts to prejudice the rights of Socialist countries in respect of the organisation of the I.L.O.'s work. The I.L.O. included all kinds of countries, and the subsequent discussion of the matter in the Governing Body and at the Conference would be facilitated if all viewpoints were represented on the Committee. The Soviet Union had come into the I.L.O. in a spirit of co-operation, but its rights must be respected; if they were not, the Soviet representatives would defend their rights and in so doing they might have to make public criticism of the working methods of the Organisation at the International Labour Conference itself. His second formal proposal, therefore, was that a representative of the Soviet Union be included in the composition of the Committee.

Mr. Erban deplored the same lack of objectivity in the Governing Body's present proceedings as had prevailed in the discussions concerning the Asian and African Advisory Committees. As he had pointed out in a Government group meeting, representation of the Socialist countries in the composition of the Committee was a matter of great importance for the future of the Organisation. He seconded Mr. Arutjunian's proposals.

The Chairman explained that the problem with which the new Committee would have to deal had been in existence for some years. At the present session of the Governing Body the groups had met separately to discuss the composition of the Committee, and the Government group, after consultation with the other groups, had come to the conclusion that the best structure for it would be four Government representatives, three Employers' representatives and three Workers' representatives. The nominations of each of the three groups were now before the Governing Body. Mr. Arutjunian's proposals, seconded by Mr. Erban, would first have to be put to the vote. If they were adopted the Governing Body would have to reconsider the nominations which had been made, whereas if they were rejected the Committee would be composed as proposed by the spokesmen of the groups.

Mr. ben Seddik, while not presuming to defend the Government group's interests, observed that the nominations proposed by the groups implied a ratio not strictly in accordance with the tripartite ratio normal in the I.L.O. He thought also that it would have been desirable to include other members, particularly representatives of underdeveloped countries, who might perhaps have a fresh contribution to make to the Organisation's spirit and working methods. Objectively it was right that countries admitted to membership of the I.L.O. under the principle of universality should be given an opportunity of participating in the work of its committees.

Mr. Waline, commenting on the procedure suggested by the Chairman, expressed the view that the second of Mr. Arutjunian's proposals was designed to change the Government group's nominations; it was thus not within the competence of the Governing Body but a matter for the Government group alone.
Mr. Troclet also considered that the procedure proposed by the Chairman did not quite meet the situation. On the question of substance, if it was desired to appoint a Committee which would be really capable of arriving at valid and acceptable conclusions, that Committee must, for practical reasons, be as widely representative as possible of viewpoints in the Governing Body; otherwise it could do little more than define the issues which would then have to be debated again in the full Governing Body.

The Committee would have to deal with matters which were basic to the operation of the I.L.O. and thereby also making it possible for the Committee to be truly representative. While the 2-1-1 structure was not observed in all the Governing Body’s committees, it was generally applied in important matters and in the present case would definitely be preferable to the 4-3-3 arrangement.

Mr. Delaney said that it was difficult for him to comment on the nominations of the other two groups but that he was confident that the three members proposed by the Workers’ group would make every effort to contribute to an objective and constructive solution of a basic problem which had existed for a number of years. On the question of whether the Committee should be on a 2-1-1 basis with an actual composition of 6-3-3, he continued to believe that it would best be composed of a small number of persons who would have the I.L.O.’s interests at heart and not reflect partisan views. If the Committee were formed on a 2-1-1 basis it was likely that the essential issues would all be pressed to a vote, thus making its proceedings valueless in terms of finding a genuine solution. It was in any case premature for members of the Governing Body to anticipate the Committee’s conclusions.

He had every confidence that the Committee would reach objective and constructive recommendations which would be acceptable to the Governing Body and the Conference, so that present mistrust could be removed and the I.L.O. go forward in the accomplishment of its tasks.

Mr. Björgök supported Mr. Troclet’s remarks.

Mr. De Bock also agreed with Mr. Troclet. Although it was not customary for the Workers’ representatives to interfere in the affairs of the Government group, he personally regretted that a U.S.S.R. representative had not been nominated.

Mr. Yu said that while the I.L.O. was based on the tripartite principle some of its committees did not reflect a 2-1-1 ratio for the reasons given by Mr. Delaney. A real spirit of co-operation was much more important than constant efforts to cover all possible political considerations whenever a small committee had to be formed. Such co-operation, and the principles of right and justice to which some members of the Governing Body paid so much lip service, could better be defended by deeds than words. The four members nominated by the Government group were deserving of confidence and if additional appointments were made the result would only be more argument and mistrust. He supported the nominations of the Government group and trusted in their judgment to act for the Government group as a whole; there were no doubt other countries that would have liked to be represented but they had not thought it proper to raise protests.

Sir Alfred Roberts said that, as he would greatly resent a member of another group criticising a nomination made by the Workers, he was not prepared to criticise the other groups’ nominations in the present instance.

The Chairman considered that in view of the remarks of previous speakers it would be preferable for the Governing Body first of all to take a decision on Mr. Arutiuniyan’s first proposal, supported by other members, that the structure of the Committee be on a 2-1-1 ratio, the actual size suggested being 6-3-3. Mr. Arutiuniyan’s second proposal was not receivable, since the groups had taken their decisions independently and neither the Employers’ group nor the Workers’ group could impose on the Government group the nomination of a particular representative. If Mr. Arutiuniyan’s first proposal was adopted group discussions would have to be reopened. If it was not adopted the Committee would be composed of the persons nominated by the three groups.

By 6 votes to 21, with 8 abstentions, the Governing Body rejected the proposal by Mr. Arutiuniyan that the representation of the groups in the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference should be in the ratio 2-1-1.

On the basis of the nominations made by the groups, the Governing Body decided that the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference should be composed as follows:

**Government group:**
- Mr. Ago (Italy).
- Mr. Majid (Pakistan).
- Mr. Migone (Argentina).
- Sir Guildhaume Myrdin-Evans (United Kingdom).

**Employers’ group:**
- Mr. Parker.
- Mr. Tata.
- Mr. Waline.

**Workers’ group:**
- Mr. Mórí.
- Mr. Nielsen.
- Mr. Sánchez Madariaga.

**Twenty-first Item on the Agenda**

Report of the Director-General (cont.) ¹

**Third Supplementary Report**

Participation of Non-Metropolitan Territories as Observers in the 42nd (1958) Session of the International Labour Conference.

Mr. Robertson, referring to paragraph 2(b) of the report, said that the United Kingdom Government hoped that if it were not possible for a delegation from the Federation of the West Indies to be sent to the 42nd Session of the Conference the Governing Body would be willing for invitations to be issued to the separate territories as in previous years.

¹ See above, Minutes of the Seventh Sitting, pp. 46-52.
Mr. Hauck said that the French Government wished to request that the Republic of Togoland be invited to send a tripartite observer delegation, and that the Governing Body approve the issue of a similar invitation to the Government of the Cameroons, with which negotiations were in progress, if a request on its behalf were made.

Mr. Ago said that the Italian Government wished a tripartite observer delegation from the Trust Territory of Somaliland also to be invited.

The Governing Body agreed—

(a) that the following territories should be invited to send tripartite observer delegations to the 42nd Session of the International Labour Conference: Malta, Federation of Nigeria, Singapore, Federation of Rhodesia and Nyasaland, the Trust Territory of Somaliland and the Republic of Togoland;

(b) that the Cameroons, the Federation of the West Indies (or individual territories), and Sierra Leone should also be invited to send tripartite observer delegations in the event of supplementary requests being received on their behalf.

FOURTH SUPPLEMENTARY REPORT

Report by the Officers of the Governing Body concerning Requests by Non-Governmental Organisations To Be Represented by Observers at the International Labour Conference.


The Governing Body adopted the proposal in paragraph 5 of the Fourth Supplementary Report.


The Governing Body adopted the proposal in paragraph 11 of the Fourth Supplementary Report.

FIFTH SUPPLEMENTARY REPORT

Proposal to Discontinue the Manpower and Employment Committee of the Governing Body.

Sir Alfred Roberts said that the Workers' group would not oppose the proposal made, although a decision to discontinue the Manpower and Employment Committee might appear somewhat inappropriate at a time when the problem of unemployment was causing great concern.

Official figures in the United States were 5,200,000 unemployed, and recent figures for Canada gave one person in nine as unemployed; unemployment was growing in many countries. The events of 1949 had shown how a comparatively mild recession in the United States could lead to currency devaluation in many countries, with the result that fewer primary products were bought from the underdeveloped countries, whose opportunities for further economic development and industrialisation were thereby reduced.

The economic factors which had brought about unemployment could not be divorced from the questions in the field of employment, which were an important part of the work of the I.L.O., the only international organisation in which the workers, who would be very seriously affected by any measures that were taken, could make their voice heard. On behalf of the Workers' group, therefore, he proposed that the Director-General be requested to prepare a report for the next session of the Governing Body which would explore the ways in which more employment could be provided, having regard to related economic and social factors.

Mr. Ago supported Sir Alfred Roberts's remarks and said that the Italian Government did not consider the discontinuance of the Manpower and Employment Committee to be desirable. It was true that the Committee had increasingly come to deal with matters which were also discussed in the Technical Assistance Committee, but it should be possible to reorganise its work so that, without overlapping with the Technical Assistance Committee, it could usefully consider the important questions in the manpower and employment field that were not linked with technical assistance.

Mr. Troclet unreservedly supported the remarks of Sir Alfred Roberts and Mr. Ago.

Mr. Merani said that at the last meeting of the Committee the discussion had also covered technical assistance matters in an attempt to explore all the possible means of solving the problems at issue. It should not be difficult, however, for the Committee to keep technical assistance matters out of its work in future to the extent to which it was desirable to do so. The Japanese Government representative had, moreover, made constructive proposals for further activities by the Committee.

As had been shown by the report of the Technical Assistance Committee on its work at the present session, it had been fully occupied with technical assistance problems; if the Manpower and Employment Committee were discontinued it would be necessary to widen the scope of the Technical Assistance Committee or to lay before it special documents on the manpower field. It would therefore be preferable to continue the Manpower and Employment Committee, which in any case met only once a year. He suggested that the Director-General might submit a document to the Governing Body concerning the field of activity of the Manpower and Employment Committee, and asked that in the meantime the tasks assigned by it to the Office at its last session should continue to be given active consideration.

Mr. Bocobo expressed the view that the Manpower and Employment Committee should continue in operation so that the I.L.O. should not lessen its interest in questions of manpower and especially of unemployment.

Mr. Geller supported Mr. Ago's remarks.

Mr. Haythorne was surprised that the proposal had been submitted to the Governing Body at a time when several members had made specific suggestions for further work in the manpower and employment field. It might well be possible to improve the methods by which the I.L.O. undertook consideration of such matters, but it would be regrettable for the Governing Body to take any decision which might give the impression that the I.L.O. underestimated the importance of manpower and employment questions or was not giving them sufficient attention. There were many aspects of employment, in relation to manpower resources, training, technological development, wages and so forth, which needed discussion and the whole matter should be re-examined before any final decision was taken.
Mr. Fennema, on behalf of the Employers' group, expressed the view that it would be wise to defer a decision on the matter.

Mr. de la Fuente Locker supported the remarks of Sir Alfred Roberts and Mr. Ago.

Sir Alfred Roberts said that he understood the difficulty to lie in the fact that the Division which serviced the Committee was almost wholly concerned with vocational training and technical assistance, and that those of its members who had a knowledge of manpower and employment problems in general were not able to devote their time to those problems. The Workers' group agreed that a decision should be postponed and he suggested that the paper might be withdrawn. However, he pressed his proposal that the Director-General should prepare a report on the present employment situation and on methods for dealing with it.

The Chairman said that it appeared to be the general wish of the Governing Body that a decision be postponed.

Mr. Merani wished it to be understood that in the meantime the work to be undertaken by the Office as proposed by the Manpower and Employment Committee at its last session would be continued.

The Governing Body decided to postpone its decision on the proposal to discontinue the Manpower and Employment Committee. It was understood that the work to be undertaken by the Office as proposed by the Manpower and Employment Committee at its last session should in the meantime be continued.

The Governing Body requested the Director-General to prepare a report on the world employment situation for submission to the 139th Session of the Governing Body.

NINETEENTH ITEM ON THE AGENDA
Composition of Committees and of Various Meetings
Committee of Experts on the Application of Conventions and Recommendations.

Mr. Ago paid tribute to the outstanding career of Professor Scelle, who had tendered his resignation from the Committee for reasons of health, and to the eminent services he had rendered to the Organisation. He requested the Director-General to convey to Professor Scelle the thanks of the Governing Body for the exceptionally valuable services he had rendered to the Organisation.

The Chairman referred to the phrase in paragraph 5 of the document relating to the reply from the Belgian Government. Since that reply had been forwarded, he himself had approached the Ministry of Communications and he was now able to inform the Governing Body on behalf of the Belgian Government that Belgium should be listed among the countries which were in favour of convening a tripartite meeting on civil aviation.

Mr. Haythome said that the Canadian Government had noted with satisfaction the progress that had been made in discussions between the Director-General and I.C.A.O. His Government had not yet been able to complete its own interdepartmental discussions or its consultations with employers' and workers' organisations, and therefore hoped that a decision could be postponed to a later session. In the meantime it would be desirable for technical discussions between the I.L.O. and I.C.A.O. to continue so that the matters still needing clarification could be dealt with and a sound basis laid for developing a civil aviation safety code, and also any other matters with which the meeting might be concerned.

Mr. Pequeño said that the Workers' group was opposed to deferral of the decision. At the 127th Session of the Governing Body (Rome, November 1954) the Workers, having regard to the good work done by the Joint Maritime Commission, had agreed that the proposed meeting on civil aviation should be bipartite, against the wishes of the Employers' members, who had urged that the meeting should be tripartite. That meeting, when finally held in 1956, had failed because it had been sabotaged by the civil aviation employers whose travel and subsistence expenses had been paid by the I.L.O. To postpone a decision would mean waiting another three years before a tripartite meeting could be held, although the majority of governments and of workers' organisations, as the document showed, were in favour of its being convened at the beginning of 1960. It would be most desirable for the Governing Body to approve the agenda as proposed in

1 See above, pp. 58-60, and also Minutes of the Seventh Sitting, pp. 46-52.
paragraph 34, so that the Director-General could continue his negotiations with I.C.A.O. and in the hope that the reactionary civil aviation employers would reconsider their attitude in the light of the preparatory work for the meeting.

Sir Guildhaume Myrddin-Evans said that while he appreciated the feelings of Mr. Pequeno, who had been one of the Governing Body’s representatives at the abortive bipartite meeting, he supported Mr. Haythorne’s suggestion because the matter was too complicated for the Governing Body to be able to discuss it adequately before the close of the session. If the question were left over until May the necessary decisions would still be taken in good time since it was not proposed that the meeting should be held before 1960. In view of the urgency attached to the matter by the Workers’ group he suggested that it might be placed high on the agenda for the next session, so that it might be dealt with at an early stage.

Mr. Waline, in reply to Mr. Pequeno, said that once the decision had been taken to convene a special meeting for civil aviation he had spoken in favour of its being bipartite. As the session was now so near its end it would be preferable to defer further discussion as had been suggested by Mr. Haythorne and Sir Guildhaume Myrddin-Evans.

Mr. Arutiumian deplored the Governing Body’s practice of deferring matters just because they came up for discussion towards the close of a session. He supported the proposal of the Workers’ group that a positive decision should be taken forthwith. The Employers’ attitude at the Ad Hoc Meeting on Civil Aviation had gone beyond what could be tolerated in an international organisation, and attempts were now being made to involve the Governing Body in the same sort of sabotage by various procedural devices.

Mr. Barboza-Carneiro urged the Workers’ group to accept the suggestion that the question be deferred until the next session of the Governing Body on the understanding that it would then receive priority treatment.

Sir Richard -Snedden denied the allegation of sabotage made against the Employers. Whatever the quarter from which those accusations originated, he stressed that the fact that the meeting had not been a success had not been the fault of the Employers. Nothing would be lost by postponing further discussion until the next session, when the Employers would raise no objection to the item being taken on the first day.

Mr. Pequeno understood Mr. Haythorne to have suggested postponement to the autumn session. If the Governing Body would definitely agree to follow Sir Guildhaume Myrddin-Evans’ proposal and take a decision at the next session, the Workers’ group would accept that compromise.

Mr. Haythorne said that he would have no objection.

The Governing Body decided to defer to its 139th Session consideration of the question of future action in the field of civil aviation, on the understanding that it would be dealt with at an early stage at that session.
bers would be kept away from their affairs at home for a very long time if the Governing Body's committees began to meet as early as 23 May. Perhaps some of the committee meetings could be deferred until the autumn session.

Mr. Delaney said that the difficulty mentioned by Mr. Waline applied equally to members of the Workers' group, which was, however, most anxious that the Committee on the Practical Methods of Working of the Conference should get under way as soon as possible. Its members on that committee accepted the dates proposed, but if different dates more convenient for other members could be found the Workers would be prepared to consider them.

The Chairman said that having regard to the date of the Conference session and the workload of the Office the proposed dates were the only feasible ones. Unless there was a definite proposal to amend the programme he would consider that the Governing Body approved it with the addition he had mentioned.

The Governing Body approved the dates proposed for its 139th Session in the Office document, with the addition of meetings of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference on Friday, 23 and Saturday, 24 May 1938.

The session was declared closed at 12.50 p.m.

E. Calderón Puig.
APPENDICES

APPENDIX I

Agenda

1. Approval of the Minutes of the 137th Session.
5. Record of the Fourth Asian Regional Conference (New Delhi, 13-25 November 1957).
19. Composition of Committees and of Various Meetings.
20. Composition of the Asian Advisory Committee.
22. Programme of Meetings.
23. Appointment of Governing Body Representatives on Various Bodies (Including the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference).
24. Date and Place of the 139th Session of the Governing Body.
I. Following its consideration of the McNair Committee Report the Governing Body, at its 133rd Session (Geneva, November 1956), decided to ask the Director-General to prepare a report for its consideration concerning (a) the setting up of continuing fact-finding machinery to establish the facts in relation to freedom of association; and (b) improvement of the practical methods of working of the International Labour Conference. A report covering these points was submitted by the Director-General to the 137th Session of the Governing Body (Geneva, November 1957). The Governing Body decided to deal with the two points separately.

2. In his report the Director-General reviewed the position regarding existing I.L.O. machinery dealing with freedom of association questions. This consists of (a) the regular constitutional machinery for supervision of the application of the Conventions relating to freedom of association; (b) the special report prepared by the Committee on the Freedom of Employers' and Workers' Organisations (McNair Committee); and (c) the special procedure for dealing with allegations of infringements of freedom of association.8

3. When the Freedom of Association and Protection of the Right to Organise Convention was adopted by the Conference in 1948 there was a feeling that a gap existed which would have to be filled by the creation of some special machinery to deal with allegations. In so far as the new Convention was ratified, it was recognised that the I.L.O. would itself, through its regular constitutional machinery, provide the means of supervision of the application of freedom of association. It would, however, be some time before the Convention was widely ratified; and in addition there were in 1948 some significant differences in membership as between the I.L.O. and the United Nations. It was also generally recognised that respect for freedom of association was influenced and conditioned by respect for other civil and political rights and by economic and social conditions; and the United Nations was at that time considering the adoption of an international covenant on human rights which would deal with matters complementary to freedom of association. It seemed, therefore, important to provide some special means for considering allegations of infringements of trade union rights which would cover not only States having ratified the Convention but also I.L.O. member States which had not ratified the Convention and States Members of the United Nations which were not members of the I.L.O.

4. The Fact-Finding and Conciliation Commission on Freedom of Association, which was set up by the Governing Body in January 1950 on behalf of the United Nations as well as on behalf of the I.L.O., has however never been used. No government has consented to referral of an allegation against it for examination by the Commission. In practice, cases have been considered by the Governing Body Committee on Freedom of Association which had been set up to give preliminary consideration of cases with a view to their possible referral to the Fact-Finding Commission.

5. Thus the procedure for the examination of complaints has developed in a manner somewhat different from that contemplated when it was originally established. The machinery intended for preliminary examination of allegations has developed in practice to undertake the functions intended for the Fact-Finding and Conciliation Commission, namely the full consideration of the merits of the case and the making of suggestions to conciliate differences in the form of observations on measures to eliminate anomalies disclosed by its examination of the merits of the complaint. It may be noted that there are two main differences between the procedure which has been developed in practice and that which was intended in the decisions of 1950: in the first place the body undertaking the examination of complaints is a tripartite committee consisting of representatives of governments, employers and workers, whereas the Fact-Finding Commission was an independent body; in the second place it was intended that the Fact-Finding Commission should make an examination on the spot of allegations transmitted to it, whereas the Committee on Freedom of Association is limited to consideration of the written observations of the complaining organisation and government concerned.

6. The Director-General, in framing proposals for new machinery to deal with freedom of association, had regard particularly to certain factors. In the first place there is the substantial progress which has been achieved in the ratification of the Freedom of Association and Protection of the Right to Organise Convention, 1948, and the Right to Organise and Collective Bargaining Convention, 1949, which have been ratified respectively by 31 States1 and 36 States.2 Secondly, there has been the growth in membership of the I.L.O. since 1948 and the virtual elimination of significant differences between the membership of the I.L.O. and that of the United Nations, thus diminishing the need for a special machinery to cover States which would fall outside the scope of the Convention, not being members of the I.L.O. Thirdly, while the McNair Committee had made a comprehensive review of legal provisions relevant to the freedom from government domination and control of employers' and workers' organisations in the I.L.O.'s member States, there is a feeling, expressed notably in the proposal made on behalf of the Workers' group by Mr. Delaney in November 1956, that the I.L.O. needs to acquire on a world-wide scale complementary information concerning the actual position relating to freedom of association in fact as well as in law in the different member States; and that for this purpose continuing fact-finding machinery should be set up. Fourthly, at present no international machinery exists for the supervision of civil and political rights which are interdependent with the right to freedom of association in the proposed international covenant on human rights has not been adopted by the United Nations, nor is the Governing Body Committee on Freedom of Association competent in these matters which nevertheless impinge

1. Albania, Austria, Belgium, Burma, Byelorussia, Cuba, Denmark, the Dominican Republic, Egypt, Finland, France, the Federal Republic of Germany, Guatemala, Honduras, Hungary, Iceland, Ireland, Israel, Mexico, the Netherlands, Norway, Pakistan, the Philippines, Poland, Romania, Sweden, Tunisia, Ukraine, the United Kingdom, the U.S.S.R. and Yugoslavia.

2. Albania, Argentina, Austria, Belgium, Brazil, Byelorussia, Cuba, Denmark, the Dominican Republic, the Federal Republic of Germany, Guatemala, Haiti, Honduras, Hungary, Iceland, Indonesia, Ireland, Israel, Japan, Morocco, Norway, Pakistan, the Philippines, Poland, Sudan, Sweden, Syria, Tunisia, Turkey, Ukraine, the United Kingdom, the U.S.S.R. and Uruguay.
upon its work); and the problem of understanding conditions relating to freedom of association within the different countries in the total context of political, economic and social conditions bearing upon freedom of association has not been solved. Fifthly, there is little doubt that governments are extremely reluctant to permit on-the-spot investigations into specific allegations against themselves by a judicial or quasi-judicial body whose functions would include that of rendering judgment on the governments’ actions.

7. Taking account of these factors, the Director-General submitted proposals for new machinery designed to increase the effect with which the I.L.O. would deal with the problem of promoting respect for freedom of association. These proposals are on the following lines:

(a) They take account of the substantial extent of applicability of the regular constitutional machinery for the supervision of the Conventions dealing with freedom of association, and urge the further extension of the application of machinery through an effort to secure yet further ratifications.

(b) They make provision for a continuing general objective international survey of the facts relating to freedom of association and for an appreciation of the factual situation and problems in the different countries within the context of the political, economic, social and human rights factors bearing upon freedom of association. This fact-finding survey would be quite separate and distinct from a procedure for considering allegations of infringement of freedom of association.

(c) The services of an authoritative, independent body would be made available for the examination of cases alleged violations of freedom of association. This body would be persuasive rather than judicial or quasi-judicial in character. The new machinery would be designed to replace the existing procedure for the consideration of allegations by the Governing Body Committee on Freedom of Association.

8. The general lines of the Director-General’s proposals were accepted in principle by the Workers’ group and by a number of Government members of the Governing Body. These members of the Governing Body had certain reservations about the manner in which the proposals would deal with the problem of promoting respect for freedom of association. These proposals are on the following lines:

(a) Observations may be made by representative national organisations of employers and workers on their government’s annual report concerning a ratified Convention, the reports which are to be communicated to such organisations under article 23 (2) of the Constitution.

(b) Any member of the International Labour Conference may raise before the Conference Committee on the Application of Conventions and Recommendations a question concerning the application of a specific Convention in a country which has ratified it.

(c) The more formal procedures under the Constitution for representations (articles 24 and 25) and complaints (articles 26 to 29, etc.) may be invoked.

9. The Director-General has considered all the points made by the different speakers in the Governing Body discussion of his proposals. Taking into account the general tenor of the discussion, the measure of support in the Governing Body for the proposals and his own considered judgment as to the best and most effective means of dealing with freedom of association issues, the Director-General has, in revising his proposals, attempted to amplify and clarify them on points which appeared to cause some difficulty to members of the Governing Body at the last session.

10. The underlying purpose of these proposals is solely to provide what may prove to be a more effective way of bringing about some improvements in the position of those suffering from the infringement of or the absence of freedom of association. This was best put by Sir Alfred Roberts, the Workers’ Vice-Chairman of the Governing Body, when he said that what the Workers wanted was remedial action where infringements of trade union rights occurred. They were not concerned, he said, with threats to the I.L.O. of the non-application of ratified Conventions, for self-righteous condemnation was of little avail if it left men in prison and other men dead, as had been known to happen. What the Workers wanted was to secure the release of such prisoners and to show the government the error of its ways, if possible by persuasion or by a slow process which was not to be completed in the lifetime of the present members, but he believed that eventually it would be done.

The Regular Constitutional Machinery for Supersession of Freedom of Association

11. The regular constitutional procedures for supervision by the I.L.O. of the application of ratified Conventions are well known to the members of the Governing Body. They are included in the regular procedures of the I.L.O. under the Constitution. It may be recalled that complaints concerning non-application of Conventions would normally arise in the following ways:

(a) Observations may be made by representative national organisations of employers and workers on their government’s annual report concerning a ratified Convention, the reports which are to be communicated to such organisations under article 23 (2) of the Constitution.

(b) Any member of the International Labour Conference may raise before the Conference Committee on the Application of Conventions and Recommendations a question concerning the application of a specific Convention in a country which has ratified it.

(c) The more formal procedures under the Constitution for representations (articles 24 and 25) and complaints (articles 26 to 29, etc.) may be invoked.

12. The Convention supervision procedure is designed to secure general conformity with specific obligations undertaken by States. It is not primarily intended to deal with a large number of individual cases of alleged infringements of rights such as have come before the Director-General in the course of the application of ratified Conventions in the past. It should be emphasised, however, that the increasing applicability of the normal constitutional machinery provides a different and, if less spectacular, possibly more effective long-term method of ensuring observance in practice of freedom of association than examination of specific allegations against individual governments. This procedure has the advantage of invoking the obligations of the I.L.O. Constitution and the specific obligations respecting freedom of association formally accepted by governments in their ratifications of the relevant Conventions; and it deals with freedom of association issues as part of a general annual review of all Conventions and Recommendations which may thereby mitigate the political difficulties inherent in a procedure dealing separately with specific complaints against individual countries. For this reason, being any less effective in terms of practical results.

13. The Governing Body may from time to time decide to have a special review made of the application of Conventions relating to freedom of association. It will be recalled that the Committee of Experts on the Application of Conventions and Recommendations made to the 40th Session of the International Labour Conference (1957) a report on the Freedom of Association and Protection of the Right to Organise Convention, 1948, in respect of which reports had been called under article 19 of the Constitution, and that the report...
of the Committee of Experts was based upon information supplied by 57 States, or 74 per cent. of the total membership, and furthermore, of the Governing Body, in view of the special importance attached to the question, has called for further reports under article 19 of the Constitution in respect of the Freedom of Association and Protection of the Right to Organise Convention, 1948, and the Right to Organise and Collective Bargaining Convention, 1949, on which the Committee of Experts will report to the Conference in 1959. Thus the Conference will have an opportunity in 1959, through its Committee on the Application of Conventions and Recommendations, to devote special attention to the state of application of the information on standards relating to freedom of association. The Governing Body would doubtless wish to repeat this type of special examination of matters relating to freedom of association at intervals thereafter.

14. In this connection the Governing Body would doubtless wish to make a special and urgent plea to all governments which have not as yet done so to take the steps necessary to enable them to ratify and apply the Freedom of Association and Protection of the Right to Organise Convention, 1948, and the Right to Organise and Collective Bargaining Convention, 1949. The Governing Body may further wish to review periodically the position with regard to ratification of these Conventions.

15. The second step to be taken would be to fill the gap in the present procedure by providing a means of collecting and keeping up to date information on the facts relating to freedom of association in the different countries. In this connection the following questions need to be considered:

(a) What matters should be covered by such a survey?
(b) To what action should such a survey lead?
(c) What body should be entrusted with it?
(d) How should the survey be carried out?

16. The Conference has defined the basic principles of freedom of association and collective bargaining in the two above-mentioned Conventions. These Conventions thus lay down the standards towards which the I.L.O. must work. In order that the I.L.O. may be able to work effectively towards the universal acceptance and application of these standards it is necessary first of all for the I.L.O. to be in possession of the full facts about the actual conditions of freedom of association in the different countries.

17. When we come to consider what these actual conditions are it will be found that they differ markedly from country to country, and, moreover, that a realistic picture requires that the subject must be seen in the full context of the many factors which influence in practice the respect which is accorded the principle of freedom of association. These factors include the respect which is accorded to other civil and political rights. Freedom of association cannot in practice be a reality if there is no respect for freedom of assembly or freedom of speech. The degree of government intervention may also condition to some extent the position with regard to freedom of association, since trade unions and employer organisations tend to grow up in relation to the progress of industrialisation. The social conditions and cultural background of the people organised into trade unions or employer organisations may also be a factor bearing upon the observance of the principles of freedom of association. Yet another factor is the way in which social policy has developed and social problems are dealt with in the country in question, since the extent of government activity in the social field affects in practice the role of trade unions and employer organisations.

18. The purpose of a factual survey, it should be emphasised, is to have a full picture of the actual conditions in each country which affect the extent to which freedom of association is respected. It would describe objectively the actual limits of association in the country under the 1948 and 1949 I.L.O. Conventions. It might suggest the methods of action most appropriate. It would provide, in fact, an up-to-date picture of the extent to which freedom of association is respected. The survey would assist the I.L.O. in its work towards freedom of association; for example, the right to strike is not defined in the I.L.O. Conventions, yet the questions whether or not strikes are allowed and if so under what circumstances and by whom may all be relevant. Indeed, the answers to these questions fully a part of any realistic meaning to be attached to those aspects of freedom of association which are dealt with in the I.L.O. Conventions. Another question which may be of interest is the right of an individual worker, where a trade union does not exist or independently of a trade union, to call upon the court or other authority for alleged injustice, discrimination or ill-treatment.

19. To be fully factual, comprehensive and authentic, such a survey should not be limited to official and other documentary sources but should include the possibility of studying the situation on the spot in the different countries. Only in the actuality of everyday events can legal provisions or official policies be seen in a true perspective. The Governing Body may accordingly wish to call upon all member States to co-operate by providing full freedom to collect relevant information on the spot as may be required. In any case in which it should prove impossible for the governments concerned, the Governing Body would no doubt wish a study to be made of conditions relating to freedom of association in that country on the basis of information available to the I.L.O.

20. The factual survey should not be directed into specific allegations of infringements of trade union rights but would be concerned rather with the situation relating to freedom of association as a whole in all its ramifications. It is suggested that the best results might be achieved by separating the factual survey from a procedure for dealing with allegations. Governments might be more ready to co-operate in an objective on-the-spot study designed to elicit factual information relevant to the exercise of freedom of association and to the roles of the government concerned, the Governing Body would no doubt wish a study to be made of conditions relating to freedom of association in that country on the basis of information available to the I.L.O.

21. To have the full facts about freedom of association on a world-wide basis would in itself be an important contribution to educational and understanding of the problem, and an influence for improvement of the situation. In addition, it would enable the I.L.O. to plan its work more effectively to promote fuller observance of freedom of association. This survey would enable the I.L.O. to define more exactly the problems to be overcome and might suggest the methods of action most appropriate.
It might also lead to requests from governments for assistance on industrial relations problems. The inquiry should thus be conceived as leading to practical action which might involve the fuller development of the I.L.O.'s work in the fields of labour-management relations, worker and management education, labour-relations legislation, trade union law and so forth.

22. In considering what procedure should be adopted for undertaking this survey the nature and purpose of the study as set forth in paragraphs 15 to 18 above are the main considerations. The survey would be designed solely to elicit the facts in an objective manner and not to relate such facts to specific allegations or to pass judgment upon them in general terms, it is suggested the normal course would be to entrust it to the Office.

23. To initiate this survey the Director-General would put in hand the systematic collection of relevant information for all member States. In this connection the Director-General should be authorised to draw upon information received by the I.L.O. under articles 19 and 22 of the Constitution and under the allegations procedure for freedom of association; and to make use at his discretion of other sources of information available to him, including the laws, regulations and judicial decisions of member States; the reports of government agencies and employers' and workers' organisations, information submitted by governments or by employers' or workers' organisations, studies of an objective character by reputable research institutions and scholars, and information received through technical assistance projects. As part of this factual survey the Office would keep up to date on a continuing basis the information contained in the report of the McNair Committee and complete it with additional monographs on new member States.

24. The Governing Body might also authorise the Director-General to undertake discussions with individual governments so as to arrange for missions by I.L.O. staff working on the survey to carry out studies in their countries as required. Usually such visits would take place after the available documentary sources had been collected and analysed. Such missions would be consistent with normal I.L.O. practice for making major studies in any field within its competence. In view of the special importance attaching to freedom of association, however, it would be desirable for the Governing Body to give the Director-General a general authorisation to approach governments as the survey progresses for the purpose of arranging for on-the-spot studies as part of a programme which would eventually cover all member States.

25. The length of time required to study the situation in each country will of course vary. Thorough and detailed studies should be made at the outset on some of the principal countries representative of different regions, different levels of economic development and different economic and social systems. The programme of studies might then proceed to cover the other countries gradually. It would have two aspects: firstly, the preparation of detailed studies on individual countries; and secondly, the keeping up to date of information covering all member countries. The fact-finding survey would be a continuing process, of which the preparation of detailed national monographs is but a phase laying a thorough factual basis for following the further development of conditions relating to freedom of association. Thus, while the initial reports would be descriptive of the factual survey, the subsequent reports would give a world-wide picture of the evolution in the situation which might provide both an indication of progress achieved and a guide to further action programmes. It would not of course be necessary to complete all the national monographs before producing the full world-wide survey of the evolution of freedom of association.

26. The Governing Body would doubtless wish to have periodical reports on the progress and results of the survey laid before it by the Director-General. The results of the survey might then be examined in progressive stages by the Governing Body. The Governing Body would judge whether on occasion it wished to lay before the Conference a report on the factual position and I.L.O. programme developments. A principal objective of this review by the Governing Body or the Conference would be to relate the results of the factual survey to the I.L.O. programme. It is suggested that the Director-General be asked to submit an initial report to the Governing Body as soon as possible after initiating the survey, both on its progress and its results, so as to enable the Governing Body to consider again what further procedure it wishes to adopt for the consideration of the factual survey.

Proposed Independent Machinery for Adjustment of Disputes

27. It may be considered that the constitutional supervisory machinery, together with provision for a continuing objective factual survey, needs to be completed by some machinery for the consideration of specific complaints. This need may arise for two reasons. In the first place, certain countries will remain outside the scope of the survey. In the second place, the constitutional supervisory machinery does not deal primarily with contentious issues between governments and employers' and workers' organisations, nor would it be reasonable to ask it to deal with such issues in such numbers and of such a kind as now come before the Committee on Freedom of Association of the Governing Body. In considering what type of machinery should be established to deal with such cases, careful account should be taken of the objectives and limitations of I.L.O. action. The objective, as stated above, is to secure positive improvements in the situation regarding the observance of trade union rights rather than to deliver judgment on an existing situation. The major limitations relate to the voluntary nature of compliance by member States in a procedure concerning which they have undertaken no specific formal obligations. These factors suggest that the most effective machinery would be one which could build up the confidence of the parties to the disputes—governments and employers' and workers' organisations—in its impartial desire to assist in resolving difficulties arising in regard to the observance of freedom of association. Such a machinery would be—

(a) composed of persons of recognised authority, independence and impartiality; and
(b) conceived as a service for assisting in overcoming difficulties by persuasion and conciliation in a manner consistent with the aims of the I.L.O. rather than as an international court of appeal which would primarily be concerned to deliver judgments on the facts.

28. Consistent with these considerations the Governing Body may wish to establish the establishment of a Conciliation Commission on Freedom of Association.

29. This Commission might consist of five persons (three members and two substitute members) of recognised authority, independence, impartiality and international standing, to be appointed by the Governing Body on the nomination of the Director-General.

30. The Commission would be guided in its work by the standards laid down in the I.L.O. Conventions relating to freedom of association.

31. The Commission would be at the service of any member State of the I.L.O. desiring its assistance in examining any problem which might be considered as raising or likely to raise issues in the application of the principle of freedom of association. Such requests would be received by the Director-General and referred to the Commission.

32. Allegations of infringements of trade union rights received by the I.L.O. from national or from representative international organisations of workers or employers
or from the United Nations would be referred to the Commission by the Director-General. The Commission would undertake a preliminary examination of such cases. This preliminary examination would be solely for the purpose of determining whether the Commission might be able to be of service in the adjustment of the alleged difficulties. It would not be for the purpose of examining the merits of the case or reporting on it in any form. If the Commission found that it was desirable to pursue examination of any particular allegation with a view to facilitating an adjustment of the difficulties alleged, then it would offer its services to the government to this end.

33. In any case in which a government requested or accepted the services of the Commission the latter could, in agreement with the government, visit the country concerned in connection with the case. It would then determine the issues involved in the particular context of the situation and problems of that country with a view to assisting in their settlement. It would work as a conciliation service attempting to secure adjustments in the situation such as would promote observance of or evolution towards I.L.O. standards of freedom of association. The Commission would derive from its purpose and functions.

34. The procedural arrangements to be made for the Commission would derive from its purpose and functions. The Commission would be a conciliation service the function of which would be to make proposals for the settlement of a dispute in a manner consistent with the I.L.O. aim of promoting respect for freedom of association. The Commission would not be responsible for deciding a case, or for rendering judgment upon it, and it would not issue reports containing judicial or quasi-judicial pronouncements upon a situation. The Commission would carry out its task of formulating proposals for settlement until either a successful settlement was reached or the opportunities of improving the situation through conciliation were exhausted. To perform these functions with the greatest chances of success the Commission would have to have full authority on its own to put proposals to governments. Indeed, the confidence of governments and employers’ and workers’ organisations in the Commission will rest to a large extent upon the recognition of its full authority to make suggestions in a spirit of facilitating constructive settlement of difficulties.

35. The function of the Governing Body, once the Commission was set up, would be to review the results of the Commission’s activities so as to evaluate the effectiveness of the machinery and to make any adjustments which may be required in the arrangements for the work of the Commission. There would be no need for the Governing Body to review or approve the proposals made by the Commission in individual cases, and the Commission would be free to put proposals to governments. Indeed, the confidence of governments and employers’ and workers’ organisations in the Commission will rest to a large extent upon the recognition of its full authority to make suggestions in a spirit of facilitating constructive settlement of difficulties.

36. The procedures of the Commission should probably not be worked out in too great detail in advance. Once it is clear what the role of the Commission is to be, and its relationship to the Governing Body, these details can be worked out by the Commission and the Governing Body and amended as required in the light of experience. It would, however, seem desirable to leave these procedural rules sufficiently flexible so that the Commission might adapt its procedure as necessary to the requirements of specific situations. This flexibility would relate to the manner of discussing a settlement with the parties, whether in public or privately, whether separately with each of the parties or jointly with all parties together; and to the manner of presenting the Commission’s proposals for settlement to the government and other parties concerned (it being understood that the Commission would subsequently in all cases report on the results of its work to the Governing Body). In such procedural matters the Commission would have to exercise judgment as to which course was most likely to produce positive improvements in the situation.

37. The first task of the Commission would be to draw up in general terms the procedure which it proposed to follow in acquitting itself of its responsibility. This proposed procedure would be submitted to the Governing Body for approval. Subsequently the Commission would report on its work twice a year to the Governing Body. These regular reports would contain in particular—

(a) details concerning requests for assistance received from governments through the Director-General and responded to by the Commission, including indication of the kind of difficulties which gave rise to the requests;

(b) a list of allegations received by the I.L.O. and referred to the Commission, indicating in each case the source of the allegation, the country concerned and the type of situation alleged;

(c) a list of cases arising out of allegations dismissed by the Commission after preliminary examination as not calling for further consideration, together with an indication of the reasons for dismissal;

(d) a list of cases arising out of allegations taken up with governments with a view to putting the services of the Commission at the disposal of the governments concerned;

(e) an indication of the procedure followed and results achieved in cases in which the government requested or accepted the services of the Commission;

(f) mention of any cases arising out of allegations taken up with governments in which the government refused the services of the Commission, together with any reasons stated by the government for its refusal; and

(g) an appreciation of the results of the Commission’s work as a whole.

On receipt of these reports the Governing Body would undertake a review of the work of the Commission and it would be open to any member of the Governing Body to raise any particular aspect of the Commission’s work for consideration. The Governing Body might request further information on specific points from the Commission. The Governing Body would also be able to consider what alternative action might be appropriate in any cases referred to under (f) above.

38. The Director-General would provide such secretariat facilities as the Commission might require; he would also be the channel of communication between the Commission and the governments and organisations concerned with regard to the procedures for consideration of cases.

Consequential Action by the Governing Body in Regard to Existing Allegations Machinery

39. If the Governing Body were to decide to proceed on the above lines it would be necessary to repeal the previous decisions concerning the establishment and functioning of the Fact-Finding and Conciliation Commission and the Governing Body Committee on Freedom of Association.

40. It would be understood that the existing machinery would remain in effect until the new machinery was functioning, and that consideration of all cases pending before the present machinery would be completed before its dissolution.

Special Arrangements in Exceptional Cases

41. Nothing in the foregoing proposals would, of course, preclude the Governing Body from making special ad hoc arrangements to deal with cases of such urgent and critical importance as might warrant exceptional action by the Governing Body itself.

Special Inquiries and Technical Assistance

42. Furthermore, the Director-General would be able to respond to requests by governments for Office studies
of particular situations and for technical assistance on matters related to freedom of association and industrial relations issues. It may be anticipated that technical assistance on such subjects would become in practice one of the most effective instruments for I.L.O. action to promote respect for freedom of association, and that both the world-wide factual survey and the work of the Conciliation Commission on Freedom of Association would lead governments to make ever greater use of this type of service which the I.L.O. places at their disposal. Technical assistance designed to strengthen the structure and sense of responsibility of existing organisations of workers and employers, to improve legislation for providing facilities for collective bargaining machinery, to introduce or improve arbitration procedure, etc., might be instrumental in helping governments prepare the ground for ratification of the Conventions relating to freedom of association and might help them, once such Conventions were ratified, to provide for adequate implementation. Such assistance might also be of use to governments which are not in a position to ratify, by helping them to bring their laws and practice relating to freedom of association as closely as possible into line with the standards laid down in the aforementioned Conventions.

Consultation with the United Nations

43. The concern of the United Nations with various aspects of the problem of freedom of association has been fully recognised by the Governing Body and the Conference ever since the matter was taken up by the I.L.O. following the Second World War. The Fact-Finding and Conciliation Commission on Freedom of Association was established by the Governing Body in consultation with the United Nations and on behalf of the United Nations as well as on behalf of the I.L.O. The I.L.O. reports regularly to the United Nations on the operation of the present procedures for considering freedom of association complaints. Thus, should the Governing Body wish to proceed to a further strengthening of the I.L.O.'s action on freedom of association on the lines suggested above, it would perhaps wish to ask the Director-General to communicate the intentions of the Governing Body to the Secretary-General of the United Nations prior to their taking effect, and to consult with him as to the best means of carrying out these intentions in co-operation between the I.L.O. and the United Nations, in view of the joint responsibilities of the two organisations in this field. The Governing Body will recall that the decisions concerning the Committee on Freedom of Association were taken by the Governing Body alone, and there is therefore no reason why they should not be revoked immediately should the Governing Body so desire. Nor would there appear to be any reason to delay the effect of decisions concerning the proposed fact-finding survey to be carried out by the Office. The decisions concerning the Fact-Finding and Conciliation Commission on Freedom of Association were, however, taken by the Governing Body in concurrence with decisions of the United Nations; and it would therefore seem desirable to communicate to the United Nations the Governing Body's desire to revoke these decisions, which were taken concurrently with the United Nations, together with information concerning any new decisions taken by the Governing Body in respect of freedom of association machinery.

Review of Procedures

44. If the Governing Body decides to proceed on the above lines, it may wish to ask the Director-General to bring the question of I.L.O. machinery relating to freedom of association before the Governing Body three to five years hence, so as to enable the Governing Body to make a review of the functioning of this machinery as a whole.

Financial Implications

45. The financial implications of the foregoing proposals will be dealt with in a separate document submitted to the Financial and Administrative Committee.

46. The proposals presented by the Director-General in the above paragraphs are submitted to the Governing Body for decision.
APPENDIX III

Third Item on the Agenda: Report of the Committee of Experts on Social Policy in Non-Metropolitan Territories

1. The Committee of Experts on Social Policy in Non-Metropolitan Territories held its Fifth Session at the International Labour Office, Geneva, from 9 to 20 December 1957, under the chairmanship of Mr. Ignacio-Pinto, Minister of Commerce and Industry of Dahomey. The report of the Committee is annexed.

2. The report contains suggestions concerning the substantive matters which should receive special attention in the consideration of future I.L.O. policy in Africa.

3. Proposals concerning the future organisation and development of I.L.O. work in Africa are being submitted to the Governing Body in connection with two other items on the agenda of the present session. A proposal for the establishment of an I.L.O. field office in Africa is contained in the budget proposals for the financial year 1959. Proposals concerning the establishment of an African advisory committee are being submitted to the Governing Body as a supplementary report of the Director-General.1

4. The Governing Body is invited to authorise the Director-General to transmit the report of the Committee of Experts on Social Policy in Non-Metropolitan Territories to the governments concerned.

ANNEX

Report of the Committee of Experts on Social Policy in Non-Metropolitan Territories

(Fifth Session, Geneva, 9-20 December 1957)

1. The Committee of Experts on Social Policy in Non-Metropolitan Territories held its Fifth Session at the International Labour Office, Geneva, from 9 to 20 December 1957, under the chairmanship of Mr. Ignacio-Pinto, Minister of Commerce and Industry of Dahomey.

2. The agenda of the session was the examination of a survey of labour and social policy in Africa. This question was placed on the agenda of the Committee by a decision taken by the Governing Body at its 131st Session (Geneva, March 1956), on the basis of a suggestion made by the Committee at its Fourth Session (Dakar, December 1955) that the time had come to attempt a comprehensive survey of labour and social policy in Africa based on the reports on particular subjects which had been submitted to the Committee at its first four sessions, supplemented by the other information available to the I.L.O. from governments and from the Inter-African Labour Institute.

3. The present composition of the Committee is as follows:

Reverend Father Louis Bruyns, S.J. (Belgian Congo), Professor at the University, Leopoldville; Director of the "Social Solidarity Organisation" in the Belgian Congo.

Mr. M. DE COPPET (France), Honorary Counsellor of State; Honorary Governor-General of French Overseas Territories; former Governor-General of French West Africa and of Madagascar.

Mr. Gaspar da Cunha Lima (Angola), Director of the Companhia Angolana de Agricultura.

Mr. Roger Dubled (France), President, Federation of Coffee and Cocoa Producers' Associations in the Overseas Territories.

Mr. K. D. Foevie (Ghana), General President, Ghana Mines Employees' Union.

Mr. Benjamin Gerig (United States), Director of the Office of Dependent Area Affairs, Department of State, Washington, D.C.; Deputy United States Representative, Trusteeship Council of the United Nations; one-time member of the Mandates Section of the League of Nations.

Mr. L. Ignacio-Pinto (Dahomey), Minister of Commerce and Industry, Dahomey (French West Africa).

Mr. Antoine Lawrence (French Guinea), Member of the Economic Council for French West Africa; Member of the Superior Council of the Modernisation and Equipment Plan for Overseas Territories; Professor at the Free College of Social and Economic Sciences, French Guinea.

Mr. A. R. I. Mellor, C.B.E., M.C. (United Kingdom), lately Director, the United Africa Co., Ltd.; Chairman, West Africa Committee; Deputy Chairman and former Chairman of the Overseas Employers Federation; Member of the Secretary of State's Colonial Labour Advisory Committee.

Professor J. Clyde Mitchell (Federation of Rhodesia and Nyasaland), Professor of African Studies, University College of Rhodesia and Nyasaland.

Colonel A. E. Neves da Fontoura (Portugal), Member of the Portuguese Overseas Council; former Governor of Timor; Professor at the School of Higher Overseas Studies, Lisbon.

Mr. Bernard Rakotondrazaka (Madagascar), General Secretary, Federal Trade Union of Civil Servants, Employees and Assimilated Staff of the Public Services of Madagascar and its Dependencies.

Mr. R. O. Ramage, C.M.G. (United Kingdom), Chairman of the Uganda Public Service Commission; former Colonial Secretary, Sierra Leone; Under-Secretary, Gold Coast; Salaries Revision Commissioner, British Honduras, Mauritius, Aden, Gambia, Fiji, Western Pacific High Commission Territories and Jamaica (special duty).

Mr. Razafy Randretsa (Madagascar), Counsellor of the French Union.

Rev. Dr. S. M. Renouf, O.B.E. (Sierra Leone), Chairman of the Sierra Leone Mining Wages Board.

Mr. H. Rivierez (French Equatorial Africa), Senator for Ubangi Shari; Representative of the Council of the Republic on the Superior Labour Council for the Overseas Territories.

Mr. A. Santos Lima (Portuguese West Africa), Inspector of Overseas Provinces.

Mr. David Soum (French Guinea), Chairman, African Confederation of Believing Workers (Confédération africaine des travailleurs croyants).

Mr. W. Schringer (British West Indies), Registrar of the University College of the West Indies, Jamaica.

Mr. William Van Remoortel (Belgium), Member of the Belgian Senate; President of the Native Welfare Fund of the Belgian Congo and Ruanda-Urundi.

1 Mr. Foevie was appointed by the Director-General to the Committee at the suggestion of Sir Alfred Roberts, Chairman of the Workers' group of the Governing Body, supported by Mr. Calderon Puig, Chairman of the Governing Body and by Mr. Welé, Chairman of its Employers' group, in substitution for Mr. G. C. Thomas (Sierra Leone), General Secretary, Sierra Leone Council of Labour, who was unable to be present.
Mr. de Coppet, Professor Mitchell, Mr. Rakotondrazaka, Mr. Rivierez and Mr. Springer were unable to be present at the session. Discussion between the governments being made for their co-operation by correspondence in the revision of the African Labour Survey.

4. The Governing Body of the International Labour Office was represented at the session by Mr. A. Ribeiro da Cunha (Portugal), representing the Government group, Mr. P. van Lint, Director-General, Federation of Belgian Industries, representing the Employers’ group, and Mr. J. Möri, Secretary, Swiss Federation of Trade Unions, representing the Workers’ group.

5. On the proposal of Colonel Neves da Fontoura (Portugal), supported by Mr. Van Remoortel (Belgium), Mr. Ignacio-Pinto, Minister of Commerce and Industry of Dahomey, was elected as Chairman of the Committee. Mr. Ramage, Chairman of the United Nations Public Service Commission, was elected as Vice-Chairman, and it was agreed that the Chairman and Vice-Chairman, together with the two former Chairmen of the Committee present, namely Colonel Neves da Fontoura and Mr. Van Remoortel, would act as Officers of the Committee; they acted in this capacity in close consultation with the members of the Governing Body delegation.

6. The United Nations was represented by Mr. W. Benson, Director of the Division of Information from Non-Self Governing Territories, and Miss Julia Henderson, Director of the Bureau of Social Affairs. The Commission for Technical Co-operation in Africa South of the Sahara, was represented by the Director of the Inter-African Labour Institute, Mr. T. Haigton. The World Health Organisation, the United Nations Educational, Scientific and Cultural Organisation were also represented during consideration of certain matters of interest to these organisations.

7. When the Governing Body requested the Director-General to prepare for examination by the Committee a comprehensive survey of labour and social policy in Africa, the Director-General consulted representatives of the Governments of Belgium, France, Portugal, the Union of South Africa and the United Kingdom, and requested their co-operation in the matter. They responded generously to this request for co-operation and have furnished information which has been invaluable for the preparation of the survey and have no responsibility for the presentation of this information or for the conclusions drawn from it. Responsibility for these matters rests entirely with the Director-General of the International Labour Office.

8. In the course of preparing the African Labour Survey, the International Labour Office has also secured the co-operation of the Inter-African Labour Institute of the Commission for Technical Co-operation in Africa South of the Sahara. The chapter dealing with the productivity of labour is in substantial measure based upon the report on “The Human Factors in Productivity in Africa,” prepared by the Institute. The Director of the Institute was present throughout the examination of the report by the Committee and made helpful contributions to the discussion.

9. The I.L.O. has also consulted the United Nations, the World Health Organisation, the Food and Agriculture Organisation and the United Nations Educational, Scientific and Cultural Organisation in regard to parts of the survey dealing with subjects in respect of which these organisations have special responsibilities, and it is receiving valuable co-operation from them.

10. The International Labour Office, in preparing the African Labour Survey, and the Committee in examining it and the conclusions emerging from it, were fully aware that the United Nations and other specialised agencies are interested in, and in some cases are primarily responsible for, the international treatment of some of the matters covered by the survey. It is believed, however, that an adequate presentation of the problems for consideration by the I.L.O. is possible only if the general economic and social problems of Africa are summarised. It is also believed that there will be no difficulty in distinguishing the general problems of Africa and those which internationally are the particular concern of the I.L.O.

11. With a view to reinforcing the staff available for the preparation of the survey the Director-General secured the assistance of persons with recent practical experience of labour administration in Africa, who accepted temporary appointments in the International Labour Office for this purpose.

12. The Committee has had before it a comprehensive and detailed draft of the African Labour Survey. After dealing in general terms with the economic and social situation in Africa south of the Sahara, the Survey stresses the importance of agricultural development and the problems posed by the fact that the large majority of the population is engaged in agricultural activities. This has involved discussion of such matters as the necessity for soil conservation and improvement and for effectively bringing to the African cultivator new techniques which will produce a greater return for his work. Reference has been made to the necessity for adjusting existing forms of land tenure to meet new farming techniques. Finally, reference has been made to the possibility of international measures concerning stabilisation of agricultural prices and important aspects of raising standards and improving standards of living of producers. The possibilities of community development with the effective participation of the whole community have been noted. Thereafter the draft examines in detail the leading aspects of labour and social policy in Africa. These include a review of the manpower and employment situation, comprising vocational training and such matters of particular relevance to African conditions, past or present, as recruitment of workers, contracts of employment, penal sanctions and forced labour, migration, movement of labour, and the state of trade unions. This is followed by an examination of the factors (and more particularly the human factors) affecting productivity of labour. The present situation as regards freedom of association and the associated problem of industrial relations, including the present state of organisation of trade unions and employers’ organisations, and the difficulties in setting up adequate machinery for collective bargaining, conciliation and arbitration, are then dealt with. A chapter on wages and wages policy follows, giving an account of the existing systems of fixing machinery, an analysis of the basis of minimum wage, some indications relating to the structure and levels of wages and to the objectives of wages policy. Conditions of work, including those of women and young persons, are treated particularly from the point of view of hours, rest and holidays and the principal problems affecting the health and safety of workers are also examined. The problems relating to the development of social security in African conditions are reviewed and the present situation in such matters as medical services, workmen’s compensation and coverage of such risks as sickness and invalidity, maternity, old age, unemployment and death of the breadwinner is discussed. The extent of special provision for child maintenance is noted. Workers’ housing needs are examined and the possibilities of action discussed. The development of the co-operative movement in Africa is described and its potentials indicated. Finally, the draft reviews the present position as regards labour administration and inspection in the various countries and territories and the extent to which international labour standards are applied in the area.

13. The African Labour Survey is designed to serve three related but distinct purposes. Firstly, whatever form future I.L.O. arrangements for the consideration of labour problems may take it is desirable to have as the point of departure for the future work of the I.L.O. the most objective and authoritative picture possible of the present situation. The I.L.O. already has a great record of positive accomplishment in Africa; it is important that its future efforts should be based solidly on what has already been achieved. A wider
measure of agreement will more readily be secured in this work and more positive and fruitful results will be obtained if, in undertaking a more thorough and continuous examination of the labour and social problems of Africa, it is possible to start from an agreed body of authoritative information rather than from conflicting prejudices which may, or may not, have some relation to the real facts. To provide such a point of departure for the future work of the I.L.O. in this field is the primary and overriding purpose of the survey. Secondly, there is an increasing need in Africa, among government departments, employers' and workers' organisations alike, for fuller information concerning matters in which problems of common concern are being dealt with in neighbouring territories. An African labour survey prepared for this purpose should draw on employer and worker, as well as on governmental and unofficial, experience and should be prepared with full regard to conditions which may be special to Africa, or which arise in an unusual or particularly acute form in Africa, but in the light of the experience gained in other parts of the world where the problems arising from rapid industrialisation in certain parts of contemporary Africa have long been familiar. For the preparation of such a survey as conceived in this spirit the I.L.O. is uniquely qualified. Thirdly, there is now a world-wide interest in the economic and social problems of Africa, and the I.L.O. has a contribution to make to the fuller understanding in the world at large of the problems which arise in Africa with its peculiar conditions.  

14. The preparation of such a comprehensive and detailed survey has been greatly facilitated by the basic documentation on a number of the subjects covered which had been prepared for earlier sessions of the Committee, by the annual reports regularly supplied by governments on the application of international Labour Conventions in Africa and by the personal visits to no fewer than 34 countries and territories in Africa south of the Sahara under taken by officials of the International Labour Office in recent years, with the full co-operation of the governments concerned. It would have been impracticable in the time and with the resources available to have accomplished this work in the absence of the said documentation. In like manner, the contribution which the Committee itself has endeavoured to make by criticism of the Survey and the Labour Survey's and its predecessors as the natural culmination and completion of the work concerning the general principles of social policy in non-metropolitan territories, migrant labour, penal sanctions, productivity, vocational training, housing, industrial relations, wage systems and policies and initial measures of social security undertaken at its previous sessions at London (1947), Geneva (1951), Lisbon (1953) and Dakar (1955). Only the close attention which it has given to these subjects at earlier sessions has made it possible for the Committee to attempt at its present session such a comprehensive review.  

15. The Committee has examined and discussed all of the chapters of the Survey and a substantial number of criticisms and suggestions have been made, particularly in regard to matters of detail. Some of these suggestions relate to questions of fact and emphasis and others to matters of appreciation and judgment. The Committee has been assisted that the Director-General proposes to take all of these suggestions into careful consideration in the final revision of the draft. While attaching importance to such thorough revision in detail in the light of the comments and suggestions made during its discussions, the Committee would wish to emphasise that developments in Africa are now taking place so rapidly that it is most desirable that the Survey should appear in its revised form at the earliest possible date.

16. While considering that the responsibility for the final revision of the Survey should be left to the Director-General, the Committee, after consulting the Governing Body delegation concerning the manner in which it can most appropriately report its views and findings to the Governing Body, has thought it appropriate to place on record a number of general conclusions which it has come to after careful consideration of the Survey. It trusts that the Governing Body may find these conclusions valuable in its consideration of future I.L.O. policy in Africa.

Social Objectives of Economic Development

17. Better prospects of advancement for all elements of the community, a fuller respect for human dignity and the elimination of discrimination based on race, the stabilisation of labour and elimination of the social evils attendant upon large-scale migratory labour, greater productivity, the creation of the human environment necessary to greater productivity (which involves health, education and housing)—these are some of the objectives of social policy to which efforts must necessarily be directed in Africa today.

18. On this basis the improvement, in the widest sense, of labour standards in Africa is among the social objectives to the promotion of which the benefits derived from economic development require particularly to be directed. These objectives differ very largely in importance depending on the extent to which labour conditions are sufficiently attractive to an increasing proportion of the population of Africa; for example, the necessary improvement of transport facilities required to provide communications adequate for the needs of expanding economies will clearly depend on this, irrespective of the differing views that may be held as to the extent to which emphasis in development programmes should be on the subsistence or the exchange sectors of the economy.

Allocation of Resources

19. In assessing the extent to which progress can be made in achieving the wide variety of social objectives which are of urgent necessity in Africa, the present state of development of material resources, and problems such as the rapid increase in population, the heavy dependence on a limited range of exports, the need for large amounts of capital and for some assurance of continuity of political and other conditions favourable to attracting it, must constantly be kept in mind if realistic policies are to be pursued. Although information regarding the economic conditions of Africa is not yet complete, there can be no doubt that income per head is generally low throughout the area and that it is therefore vital to give the most careful study possible to the allocation of priorities in expenditure.

20. On the other hand, while there is this need for careful planning to make the best possible use of limited resources, levels of agricultural production, both for subsistence and for market, show generally a continuing upward trend. Mineral production is expanding and industrialisation, already of importance in a few parts of Africa south of the Sahara, is assuming increasing significance. The resources available to governments for the promotion of further economic and social progress are on the whole increasing, notwithstanding fluctuations in world market prices of commodities constituting an important part of African exports, a matter which calls for continuing international attention.

21. Governments in Africa are, then, faced in the formulation of policy with the problem of trying to strike a balance between expenditure designed to improve living standards in the immediate future and expenditure designed to promote fundamental long-term economic development. For example, in particular cases, governments may have to seek to strike a balance between further improvements in workers' housing on the one hand and, on the other, various means of expanding productive capacity and future output such as the provision of facilities for better communications and better...
opportunities for training labour, and action designed to improve soil fertility and farming methods and to provide more capital in the form of plant and equipment. In particular, it must be borne in mind that the allocation of resources to key development projects in the earlier stages of economic development can bring returns in the form of rapid increases in national income and increased capacity to produce consumer goods and to provide better housing, for example, in a comparatively short period.

Inter-Relationship of Socio-Economic Problems

22. While the necessity to strike a balance between expenditure for long-term economic development and for immediate improvement of living standards is thus posed, it must not be forgotten that there is an inter-relationship between a whole series of socio-economic problems. For example, migrant labour is generally untrained and therefore frequently inefficient and, because inefficient, receives low wages and is poorly housed. Hence there is a call for stabilisation of labour, since if labour is stabilised it will be worth while to train it. But stabilisation means that workers must be assured of better housing, wages sufficient to support family life and possibilities of some protection for sickness, accident and old age. With stabilisation, too, comes awareness of interests common to workers and those development of trade unions which become due course stable, responsible and with a high proportion of all workers as dues-paying members. More generally, one might instance the contribution which expanded educational facilities can make to the pace at which technical skills can be raised and the extent to which improvement in health services can result in higher labour productivity. In the field of labour policy the need, in the present circumstances of Africa, to render working conditions in every respect more attractive, if economic development programmes are to be actively pursued, implies that the application of a higher standard in general a necessity and that no absolute priorities can be assigned in the matter. Wages and conditions of work are inevitably major considerations in determining the pace of the expansion of full-time wage-earning employment, but so are the patterns of industrial and human relations, for example. Labour supervision services likewise are fundamental as the means of effectively enforcing standards set in any field of labour policy.

23. The difficulty of deciding, in the light of the variety of social problems calling for attention, the limited resources available and the complex inter-relationship of these problems, should not, however, be accepted as a reason for delaying or failing to tackle specific aspects of these problems, the intrinsic value of which is recognised by the Inter-relationship of Socio-Economic Problems. The difficulty of deciding, in the light of the variety of social problems calling for attention, the limited resources available and the complex inter-relationship of these problems, should not, however, be accepted as a reason for delaying or failing to tackle specific aspects of these problems, for example.

The Machinery for Attaining Social Objectives

20. These objectives cannot be effectively attained without the provision in each African country and territory of adequate machinery for the handling of industrial relations, formation of social policy and administration of labour legislation. Close co-operation between trade unions and management, and adequately staffed labour departments with a degree of influence and authority commensurate with the responsibilities which will fall upon them, are indispensable conditions for securing social peace and social justice. Far-reaching progress has been made in these respects in the last 15 years or so, but much still remains to be done. The whole matter calls for conscious, continuous and concerted effort, the importance of which was fully recognised by the International Labour Conference ten years ago by the simultaneous adoption of the Right of Association (Non-Metropolitan Territories) Convention, 1947, and the Labour Inspectorates (Non-Metropolitan Territories) Convention of the same year.
and social interests, without regard to race, national origin or political affiliation; and workers' organisations should devote their attention primarily to the advancement of the social and economic interests of their members through industrial action.

37. These three aims of policy are closely interrelated; the first and second will be more readily attained if equal emphasis is given to the third. Only as all of these aims are accepted and implemented by all of the parties concerned will a satisfactory basis become available for the harmonious development of industrial relations in Africa. The development of collective bargaining, the provision of adequate machinery for the settlement of industrial disputes and facilities for the study of general labour-management problems and human relations in industry are of far-reaching importance for this purpose, but all presuppose the development of effective and responsible organisations of workers and employers alike.

38. In the early stages of development some measure of official encouragement for the development of such organisations may be both necessary and desirable. The distinction between official assistance to workers in the formation and development of their organisations and government interference in trade union matters is, however, often a fine one, and it must therefore be a constant policy of the government to ensure that the assistance given to organisations in their earliest stages of development is not of such a character as to inhibit or deform their healthy future growth as vigorous and independent organisations.

39. The quality of the leadership available is a primary factor in the success of any trade union movement. Disinterested devotion to the industrial interests and well-being of the membership is the keynote of leadership which will command the respect of the community at large. Full responsibility of the leadership to the membership by means of democratic elections and guarantees of financial integrity in the form of a proper system of audit to prevent maladministration of funds are important elements in the problem. The problem is no less delicate than it is important. The provision of responsible leadership and of proper accounting arrangements are primarily matters for the trade unions themselves, and outside criticism or comment is sometimes apt to retard rather than to promote the recognition by the trade unions of the trade union movement as a responsible force in African life. These matters are, however, of very special importance in Africa because of the recent origin of the trade union movement, its rapid development and the special difficulties which have confronted its normal growth in an industrial structure in which proportion much of which has hitherto consisted of temporary migrant labour.

40. It is clear that the international trade union movement and the national trade union centres of a number of the countries having direct responsibilities in Africa have recognised that these circumstances give them very special responsibilities in the matter; they have already played, and will no doubt continue to play, important roles in accordance with the developing leadership of African trade union activities and experience.

41. The International Labour Organisation, through its labour-management relations programme, its workers' education programme, the provision of fellowships enabling selected trade unionists to spend short periods at the International Labour Office, and, above all, the opportunities which it presents for responsible participation of trade unionists in the elaboration and working of labour laws and regulations is making a contribution of such importance and of such personal assistance as to enable the I.L.O. to continue to play an increasingly important and constructive part in this connection.

42. Effective organisations of employers, representative of the main branches of industry, commerce and agriculture, including forestry, in the territory concerned, can also play an important part in the conduct of harmonious industrial relations. Both the government and the workers' organisations have something to gain from the existence of effective employers' organisations which can speak for responsible management and negotiate on its behalf with the responsible trade unions. Where such organisations do not already exist, every encouragement should be given to constituting them on an inter-racial basis.

Labour Departments

43. Adequately staffed labour departments with a degree of influence and authority commensurate with the responsibility falling upon them are of particularly crucial importance in the present stage of industrial and social development in Africa. Broadly speaking, the reason for a labour department springs from the necessity to administer laws and regulations in the labour field, to implement government labour policy and to examine and find solutions to labour problems. A specialised administrative organisation is needed for this, and also to assist in the progressive improvement of working conditions, the establishment and maintenance of full employment and the achievement of industrial peace.

44. Labour departments now exist in a substantial number of African countries, but it is not unreasonable to think that there should be such a department in every major territory. Where this is not immediately practicable, there should be set up within existing departments an administrative unit capable of ultimate emergence as a separate labour department. Labour departments should follow the principle of regular consultations on appropriate matters with employers' and workers' organisations. They should be required to provide the government with all useful information for, or to advise it with regard to, the elaboration of government labour policy and, where necessary, the preparation of laws and regulations. They should be entrusted with the administration of labour laws and regulations, the implementation of government labour policy and the handling of labour questions. They should participate on the highest level and on an accepted and reciprocal basis with other government departments in the elaboration of policies concerning such objectives as full employment, industrial relations, industrial peace, and other questions which normally fall within the administrative competence of the labour department. They should have at their disposal a competent and adequate staff and administrative resources such as will enable them to perform their functions efficiently and impartially.

45. A comprehensive review of the organisation and working of labour departments was made by the International Labour Conference in 1953 and the observations and conclusions adopted by the Conference on that occasion, which were based on a survey of the experience and problems of developed and underdeveloped countries alike and deal in some detail with the functions, operation, organisation and staffing of labour departments, will be found of great value in the further development of such departments in African territories.

46. One of the matters calling for special attention is the impartiality, standing and ability of labour department officials; the success of the labour and social policy of a government and the maintenance of harmonious relations between the government and the trade unions may depend in substantial measure on the extent to which satisfactory standards are maintained in these respects in the staffing of the labour department. Appropriate steps should therefore be taken to ensure that such standards are fully maintained. The safeguards adopted for the purpose should include the principle of recruitment by merit, adequate levels of remuneration, freedom from political interference, and programmes of staff training.

47. The emphasis which has been placed on the roles of organisations of workers and of employers and of labour departments in the attainment of social objectives should not, however, be taken as meaning that the role of organised groups of an educational character, of cooperatives and other bodies in this matter has been
They have played an outstanding part in the economic and social development of Africa and it is of the utmost importance that they should continue to play that part fully.

The Application of I.L.O. Standards

42. In the majority of African countries and territories there is already a substantial body of labour legislation based on the Conventions and Recommendations adopted by the International Labour Conference. Indeed, the extent to which such Conventions and Recommendations have already contributed, directly and indirectly, to the establishment of a framework of basic labour standards which are in force over extensive parts of the African continent is one of the most striking and urgent, but it is also true that an educational and promotional approach such as the International Labour Survey, view to the broad development of social legislation in the area. It is satisfactory to know that the matter is in further consideration under certain non-European African territories. The Social Policy (Non-Metropolitan Territories) Convention, 1947, has been ratified in respect of all British territories. The Right of Association (Non-Metropolitan Territories) Convention, 1947, and the Labour Inspection (Non-Metropolitan Territories) Convention, 1947, are in force for all Belgian, British and French territories. A substantial number of declarations accepting the obligations of other Conventions, notably those covering such matters as women’s work, night work, minimum age for admission to employment, workmen’s compensation for accidents and occupational diseases, wage-fixing machinery, recruiting, contracts of employment and penal sanctions, have been registered in respect of certain African territories.

43. To give but a few illustrations, the Forced Labour Convention, 1930, is in force for Ghana, Liberia, Somalia and the Sudan and all Belgian, British, French and Portuguese territories in Africa. The Social Policy (Non-Metropolitan Territories) Convention, 1947, is in force for all Belgian, British and French territories. The Trade Unions (Non-Metropolitan Territories) Convention, 1947, has been ratified in respect of all British territories. The Right of Association (Non-Metropolitan Territories) Convention, 1947, and the Labour Inspection (Non-Metropolitan Territories) Convention, 1947, are in force for all Belgian, British and French territories. In Somalia, a substantial number of declarations accepting the obligations of other Conventions, notably those covering such matters as women’s work, night work, minimum age for admission to employment, workmen’s compensation for accidents and occupational diseases, wage-fixing machinery, recruiting, contracts of employment and penal sanctions, have been registered in respect of certain African territories.

44. The progress so far achieved must, however, be regarded as a firm foundation which will facilitate further improvement in labour standards and conditions in Africa, rather than a justification for any relaxation of effort in the approach to problems which continue to be both immense and urgent.

45. One aspect of the situation which calls for special attention in a period of rapid political advance in so many parts of Africa is the importance of ensuring that such advance consolidates, instead of weakening, the comprehensive network of international obligations relating to social policy which already exists in Africa on the basis of non-European labour legislation. It is of the utmost importance for the whole future of social policy in Africa and for the future mutual relations of African states and territories that political advance should not be accompanied by retrogression in respect of the acceptance and implementation of international obligations on questions of social policy, but should stimulate and be reflected in further progress.

46. From this standpoint, the action taken by Ghana, which entered the I.L.O., in reaffirming her full acceptance of the obligations accepted under international labour Conventions, accepted by the United Kingdom on behalf of the Gold Coast is of far-reaching significance for the future. It is most desirable that other African states which may enter the Organisation in the coming years should take similar action to ensure that the standards already established on the basis of certain international labour Conventions, some of which now apply to virtually all the non-metropolitan territories in Africa south of the Sahara, should be fully maintained as the starting point for further development, the economic and social progress of the peoples of Africa. Political freedom cannot be made real against a background of economic and social chaos, and the contribution which the existing common standards can make to the further development of social policy in Africa is of far-reaching significance as a potential contribution to future progress.

47. It will not, however, suffice to maintain what has already been achieved. The scope for and need for wider and fuller implementation of I.L.O. standards in Africa is still great. One may reasonably hope to see the 1947 Conventions, and, in particular, the Social Policy Convention, the Labour Standards Convention, and the Labour Inspectorsates Convention, as widely accepted as the British Labour Inspectorate. The most desirable that further consideration should be given to this matter in all territories for which these Conventions are not already in force. The first two of these Conventions contain virtually a basic code of social and labour policy, the acceptance of which on an even wider basis could be a means of further and direct contribution to the development of the peoples of Africa; the third of these Conventions is concerned with the maintenance of adequate labour inspection services, the importance of which has already been stressed.

48. The possibilities of further implementation of I.L.O. standards in Africa need also to be reviewed in regard to the Conventions of general application with a view to the broad development of social legislation in the area. It is satisfactory to know that the matter is under further consideration under certain non-European African territories. The Social Policy (Non-Metropolitan Territories) Convention, 1947, is in force for all Belgian, British and French territories. The Right of Association (Non-Metropolitan Territories) Convention, 1947, and the Labour Inspection (Non-Metropolitan Territories) Convention, 1947, are in force for all Belgian, British and French territories. In Somalia, a substantial number of declarations accepting the obligations of other Conventions, notably those covering such matters as women’s work, night work, minimum age for admission to employment, workmen’s compensation for accidents and occupational diseases, wage-fixing machinery, recruiting, contracts of employment and penal sanctions, have been registered in respect of certain African territories.

49. While the wide variation in conditions in different parts of Africa necessarily implies varying priorities in respect of social legislation, governments might give special consideration to the practicability of fuller application of the Conventions dealing with various aspects of wages problems as a further field in which common standards might be established. Among these Conventions, special attention might be directed to the Labour Clauses (Public Contracts) Convention, 1949, which is designed to ensure that governments accept the obligation of setting an example in respect of labour conditions, and the Protection of Wages Convention, 1949, which deals with such matters as the payment of wages in legal tender at regular intervals, the limitation of deductions from wages and the attachment of wages, the priority of wages in bankruptcy, the prompt payment of wages, and similar matters. The Minimum Wage-Fixing Machinery Convention, 1928, and the Minimum Wage Fixing (Agreements) Convention, 1931, are also worthy of similar consideration.

50. The implementation of existing I.L.O. standards to a fuller extent throughout Africa south of the Sahara represents one of the means through which the past work of the I.L.O. can contribute to the solution of the social and labour problems of Africa. Clearly, the establishment of further standards by the International Labour Conference in fields of particular interest to Africa, for example in regard to the conditions of employment of plantation workers and discrimination in employment and occupation, represents a further important contribution.

51. There are, however, many vital matters in respect of which processes of mutual education are at least as important as, and in some cases more important than, the formulation of further standards. Improved labour-management relations, the development of training programmes, better workers’ education and the more intensive development of both producers’ and consumers’ co-operatives are all essential elements in a positive social policy for Africa. In respect of all these problems, much fuller study in the specifically African context than they have so far received is both desirable and urgent, but it is also true that an educational and promotional approach such as the International Labour Organisation has adopted in its operational activities in other parts of the world can make an important contribution, since to a large extent they are covered by existing
standards of an agreed character which it should be the objective of policy to apply in practice.

52. The importance of these general considerations may be illustrated by a closer examination of certain aspects of labour and social policy in Africa, notably matters for which there is technical and vocational training, wages policy and conditions of work, health and safety, social security, workers’ housing and co-operation.

Manpower and Employment

53. It is evident that statistical and other information relating both to density of population and to its growth are necessary basic elements for the elaboration of social policy, particularly in relation to manpower and employment. In the same way, statistical and socio-economic inquiries, dealing in particular with manpower in the various sectors of the economy, are of considerable importance and need development in African territories. The labour market in Africa is still marked by a certain rigidity, since workers respond only imperfectly to normal economic stimuli, and, moreover, are frequently restrained in their freedom of movement, either by inadequate means of communication or by restrictions imposed by law or custom. Besides, there are wide differences between one territory and another as regards availability of labour. It can also be asserted that the relation between the amount of labour actually employed and the amount available or habitually available satisfactory given conditions is, in general, virtually unknown. Hence manpower surveys and other appropriate statistical studies and analyses should be undertaken in order to provide the basic data for intelligent economic and social planning.

54. In many territories installation of up-to-date employment services has hardly begun and, in any case, there are wide differences in the influence on the labour market in Africa. It should therefore be an aim of policy to develop the use of these services in order to facilitate the transition between what remains of the old recruiting systems and a more rational organisation of the labour market. For this purpose steps must be taken so as to increase the possibilities of movement of labour—a necessary preliminary to the effective working of an employment service, whether it is merely a question of matching vacancies and requests for employment or of helping towards the realisation of a policy of full employment of all available manpower resources.

Technical and Vocational Training

55. The expansion of technical and vocational training facilities in Africa represents one of the principal means by which the pace of economic development can be stimulated, and to provide a more effective utilisation of manpower resources presuppose the raising of the level of skills and a fuller degree of practical application of technical knowledge. Recognition of the importance of this question is increasing and training facilities are becoming available in most parts of Africa at a wide variety of levels. Training programmes at the present stage of rapid economic evolution in Africa will necessarily emphasise the utilitarian aspect of technical and vocational training, but its most valuable aspect, the development of the workers’ creative and practical effort as well as their ability to apply acquired techniques, must also be borne in mind.

56. Prospects of development and requirements in respect of skilled manpower vary considerably as between the various countries and territories of Africa, and training programmes should be adapted to the needs of the particular country involved. The aim of policy should be to provide a flow of workers with the skills required by the economic circumstances of the country concerned. The extension of general educational facilities is a necessity if full advantage is to be taken of vocational training facilities; programmes for the extension of general education and vocational training should be adequately co-ordinated. Provision for pre-vocational education should be included in school curricula.

57. In the circumstances of Africa, where the training of an important percentage of workers in employment at the present time has been of an informal, and sometimes incomplete, character, emphasis should be placed on the facilities which include the improvement of the skills of workers already in employment and special facilities should be provided for the training of rural craftsmen in basic skills. Agricultural extension programmes should receive particular attention as a means of raising the level of technical knowledge and its practical application in the agricultural community.

58. Available local resources could be supplemented in appropriate cases by the utilisation of the technical assistance programme of the I.L.O., especially for such purposes as the survey of training needs and facilities, manpower information programmes and training seminars.

Wages Policy

59. In discussing methods of raising productivity it has already been premised that as regards wage policy they must entail acceptance of the proposition that, as an objective of policy, minimum earnings, including any allowances necessary to support a family life, without outside sources from the place of employment, such as distant land holdings. Undoubtedly, this objective will have to be attained gradually, as a result of general economic development and in step with a general rise in incomes in the wage-earning sector of the economy since any large disparity between incomes in that sector and in the wage-earning sector would be likely to disrupt territorial economies.

60. The methods of achieving this objective will vary according to local circumstances as will the extent to which collective bargaining—which is widely regarded as normally the best means for the determination and adjustment of wages—can achieve it. Statutory minimum wage fixing machinery, already largely used, may in some cases need reinforcement. It is clear, however, that there are, in many territories, wide differences between the prevailing levels of wages and any level which it might be the objective of a minimum wage policy to attain. The difficulties of securing harmony between them are essentially those of squaring workers’ needs with economic feasibility. A gap between workers’ present living standards in many territories and even a fairly low reckoning of workers’ needs exists, and provision has to be made towards closing it. The need for rapid economic development, considered alone, might suggest a government policy of allocating relatively few resources to raising living standards in the near future, in order to allocate as much as possible to investment designed to raise productive capacity and in turn form the basis of higher wages. But when needs are considered, it becomes apparent that the rate of economic development may have to be adjusted to provide for the satisfaction of at least the most urgent needs for improved living standards.

61. The way in which and the extent to which this question is posed in the variety of conditions to be found in African territories are probably never the same in any two territories, but the problem of how best to strike this balance between workers’ needs and economic feasibility is one with which most governments are faced.

62. In these circumstances, at least in those territories where nothing of the kind has been recently undertaken, it would be desirable that a fundamental examination of territorial wages policies in relation to economic development programmes be undertaken. The object of such an examination would be to make a realistic assessment of what the minimum wage or wages should be, having regard to the reasonable needs of workers in relation to the ascertained cost of living, the capacity of the territory to bear any advances necessary to achieve a
satisfactory position and the needs of further economic development, and bearing always in mind the aim of raising standards of living and securing to workers a fair share of the prosperity of the territory as a whole.

63. Such an examination would probably need to be conducted outside the normal operations of the minimum wage fixing machinery. It might be found necessary to entrust the task to a specially appointed body which, in addition to representatives of employers and workers, should contain representatives of the authorities responsible for territorial policy in social and economic fields. Alternatively, representatives of such authorities might be specially attached to any central minimum wage fixing body for this particular purpose.

64. The manner in which proposals for a minimum wage or wages resulting from the deliberations of such a body should be implemented through normal wage fixing machinery or co-ordinated with the adjustment of wages through collective bargaining would be a matter for decision in the light of local circumstances.

65. While the various factors which would have to be taken into account in the course of examinations of the type referred to have not been developed in detail, it is claimed that no realistic appraisement of the minimum needs of a worker and his family can be made except on the basis of household budget inquiries, and it is suggested that where these have not been recently undertaken this should be done.

66. Apart from such examinations and inquiries it is also the case, as has already been implied in discussing productivity, that the whole question of incentive systems of remuneration needs fuller and more scientific examination in the conditions of most African territories than they have yet received, as the basis for the formulation of policy in regard to them. Likewise the question of the rating of different occupations and wages resulting therefrom would seem to merit examination. There seems often to be no very clear relationship between the skills required and the payment for the job. The relationship between the level of wages for skilled manual workers and for the clerical grades sometimes needs examination in the interest of proper distribution of manpower and the development of skills appropriate to territorial needs. This is a matter in which governments, as major employers of labour, are in a position to give a lead.

67. More detailed information is needed on the existing structure of wages differentials so as to permit examination of their significance and formulation of policies which might appropriately be followed, both by wage determining authorities and by the parties to collective bargaining, in adapting this structure to the needs of economic development programmes.

68. In some territories problems are posed owing to the existence of salary scales applicable to workers of different origins. Solutions are being increasingly found to these problems but there is still need in certain territories for the establishment, progressively, of wages scales designed to cover the different qualifications to which young workers might be expected to rise. They might be distinguished, and the problem of the establishment of scale wages, that is to say, a body should be implemented through normal wage fixing machinery or co-ordinated with the adjustment of wages through collective bargaining, would be a matter for decision in the light of local circumstances.

69. In the past wide differences in working conditions were to be found in the various African countries and territories. The conditions prevailing particularly from differences in the legislation of the various metropolitan countries and from the different conceptions of their legislators. In addition, however, there was a specific difficulty due to the fact that two different sets of working conditions existed, one applicable to workers of European origin and the other to indigenous workers.

70. These differences, however, tend to disappear. The newer legislative instruments adopted very often reproduce the terms of international Conventions; in this connection there is provision, which is becoming more and more generalised, for an eight-hour day and a week of 40 to 48 hours although, of course, there are frequent derogations to this rule. The granting of holidays with pay has become normal practice and weekly rest is completely general. The discrimination which took the form of applying two sets of working conditions according to the origin of the workers concerned is also tending to disappear. Such discrimination is formally forbidden by the French Overseas Labour Code and many governments have indicated their desire progressively to abolish it. As far as holidays with pay are concerned, several governments have tried to suppress existing discriminations progressively and introduced special procedures in regard to workers who are obliged to leave their countries of origin in order to take up their duties. In certain cases, however, African workers still do not get paid holidays. In other cases daily hours of work are not the same for African as for European workers. There are still further cases in which Africans are not represented on bodies which fix working conditions. These provisions, however, are merely vestiges of an era which is past and it is to be hoped that they will be completely abolished as soon as possible.

71. In Africa children and young persons are employed in various types of work in agriculture, where they are generally used on such jobs as picking and sorting, but also to some extent in industrial undertakings. In regard there should be better co-ordination between government policies relating to education and those in regard to employment. For this purpose, education and training programmes could be drawn up so as to meet certain difficulties which exist in regard to underemployment of young persons. The aim should be to reduce to the minimum the interval which separates the school-leaving age from the minimum age of entry into employment.

72. The provisions of international Conventions relating to the employment of children and young persons are fairly generally reproduced in the legislation of African countries and territories, as indeed are those concerning the employment conditions of adult workers. However, it must be emphasised that conditions of work of children in small and medium sized undertakings are frequently not subject to control of any kind. Actual exploitation of children under the pretext of apprenticeship is frequently to be found in workshops and in shops, as well as sometimes in family undertakings. Strengthening of labour inspection services is urgently necessary to remedy this situation.

73. The role which an employment service could play by specialised in directing children and young workers towards suitable, adequate professions should be strengthened. The development of an organised and controlled apprenticeship system would help young persons to enjoy more advantageous working conditions and to assure them of a more favourable future. Finally, the development of medical and social services in employment centres would provide better protection for such young workers.

74. While women in Africa have from time immemorial carried out, in addition to the wide range of their domestic duties, a large proportion of all agricultural work under subsistence conditions, in accordance with carefully devised systems of division of labour, they are not so far engaged to any great extent in paid employment, except in southern Africa. Changes in the circumstances must, however, be expected as industrialisation develops and further opportunities become available in commerce and in other fields of activity. In agriculture women are frequently employed in such occupations as picking and sorting. They are sometimes loath to accept paid employment because of the extent to which they are engaged in the general work of cultivation and in other kinds of work which they undertake with profit on their own account. Indeed, in certain territories they have formed strong associations in order to defend their interests. In other territories, however, under the pressure of economic necessity women have begun to accept various types of paid employment. In order to
meet this evolving situation, governments should work out policies to prevent exploitation of their work. In this connection, they should abolish discrimination in the application of legislation relating to wages, particularly as regards the fixing of minimum wages. They should also give consideration to the provision of vocational training facilities for women in those occupations for which they are particularly suited.

75. Another social problem to which insufficient attention has not been paid is the situation which arises where more and more women crowd into urban centres where it is difficult for them to find any work. On this point again specialised employment services would help towards placing those who so wish in suitable employment.

76. Finally, it would seem opportune to suggest that governments should re-examine the provisions of their legislation relating to the protection of women in employment. At the present time the provisions of the international Conventions dealing with the prohibition of night and underground work are, generally speaking, applied throughout the countries and territories of Africa, but legislation is needed to deal with the risks which women may encounter in certain occupations where their health may be affected. In this regard it should be emphasised that labour legislation is in a state of perpetual evolution. To take account of this constantly changing situation the International Labour Organisation should examine with particular care the social problems which are being raised by the employment of women in African countries and territories.

Occupational Safety and Health

77. Problems of industrial accident prevention and occupational disease control will be felt with increasing urgency as economic development progresses, bringing with it new industries involving the use of dangerous machinery or substances such as, for example, some of the chemicals used in agriculture. Already the harmful effects of certain dusts of vegetable origin appear to merit further study, for example in the sisal and cotton industries. Silicosis hazards are well known and, certainly, in those territories where there are large mining enterprises, protection techniques seem well developed. New hazards have arisen, however, from the mining of radioactive ores, and here the I.L.O. has a very special competence and a mandate to ensure that appropriate standards of protection are evolved to cover workers employed in these undertakings against radiation risks.

78. Legislation concerning occupational safety and health is in many places deficient or in need of modernisation while the problem of effective enforcement is very widely posed, there being generally an inadequacy of plant inspection personnel. Inspection services should therefore be developed and staffed with sufficient qualified technical personnel, particularly for the inspection of machinery and health conditions. Safety, however, is much more a question of adequate and continuous supervision than of periodic inspection and it is on this aspect of the matter that undertakings should concentrate particular attention. Equally, workers and their organisations can do much to assist by their participation in the elaboration of accident prevention programmes.

Social Security

79. The degree of necessity for social security measures properly so-called and their form and content when introduced vary considerably in African conditions. Security schemes covering the chief risks which threaten the livelihood of breadwinners and their dependants, an women in systematically and as widely as possible the principle of mutual aid are, however, necessary throughout Africa. The eventualities against which protection is required range from the hazards of nature in the case of those whose activities are purely agricultural and who represent the greater part of the populations, to loss of earning power through sickness or invalidity, old age or death of the breadwinner, particularly in the case of those who no longer enjoy the protection against want in these circumstances afforded by the custom of the tribe or the community.

80. A primary objective of policy must be to conserve the health of the whole population. Proper and sufficient medical care facilities, provided by a public medical care service and effectively available to the whole population, due regard being had to sections of the community provided for by other means, are therefore a necessity and should everywhere be the aim of policy. It is recognised, however, that resources may not always be sufficient to permit of provision, on a country-wide basis, of normal complements of fully trained medical personnel and that if minimum facilities are to be assured everywhere use must be made of personnel trained to undertake a wide range of duties, with such support as may be possible from the fully trained and specialist personnel. Sanitation and other preventive health services should be combined or associated with the public medical care service to the extent necessary to secure a properly co-ordinated health policy.

81. While most African territories are unlikely to be able to introduce at once comprehensive social security systems covering all major risks, including full medical care, a system of priorities should be established in each territory which takes account of available economic and administrative resources in relation to needs at each successive step.

82. Already coverage of industrial accident risks is almost everywhere assured, although some features of existing systems are not always satisfactory. Hence the Committee of Experts on Social Policy in Non-Metropolitan Territories, at its Fourth Session, recommended among other things that discrimination on account of race or national origin in relation to workmen's compensation and insurance be thereby eliminated. It was further recommended that there should be compensation schemes for occupational diseases based on the same general principles as compensation for industrial accidents.

83. Sickness insurance schemes are a relatively recent development in Africa and it will probably be some time before they can be introduced to cover any large section of the population, for whom full satisfactory and well-balanced medical care and other public health services constitute a first priority.

84. Nevertheless, where important sections of the population are engaged in wage-paid labour, consideration should, as a matter of practical administration, be given in the first place to the introduction of contributory sickness insurance benefit schemes covering the whole or particular categories of workers or particular occupations. Moreover, it may be that in the initial measures of security to require employers by law to pay full wages to employees during absence from work due to certified sickness for limited periods which may depend on the length of the employee's service and other appropriate conditions.

85. Old age constitutes another contingency for the coverage of which consideration might be given in many territories in Africa. A system of old-age pensions for African workers financed by equal contributions from employers and workers, together with government grants, has just been introduced in the Belgian Congo and Ruanda-Urundi, while a scheme has been in operation in the Union of South Africa for many years. Even if it is not possible everywhere to follow these examples, transitional measures such as development of existing provident funds and of ex gratia grants of pensions to employees with long service, employer-financed schemes, and contributory schemes of limited coverage, might well be adopted.
86. Effective examination of the possibilities of introducing social security schemes in the circumstances of particular countries and territories in Africa will be greatly facilitated by careful preliminary studies of the actuarial bases of the schemes proposed. In this connection the accumulated experience of the I.L.O. in surveying such possibilities in all parts of the world, in some of which the problems posed are akin to those occurring in many parts of Africa, suggest that its assistance might be of value to the governments concerned.

Workers' Housing

87. Housing problems are among the most critical facing governments in Africa at the present time, being a reflection of the process of social and economic transformation now taking place. The extension of wage-earning employment, the expansion of urban centres and the development of centres of employment have created problems in this field which are aggravated by economic problems related to low national income, low levels of living and the high cost of imported materials. The over-all housing problem in most parts of Africa at the present time is that, while the demand for improved standards is expanding, the economies of most countries and territories are unable to support, at the same time as meeting other social demands, the cost of housing of an acceptable standard on the scale necessary.

88. Governments have inevitably to take the lead in formulating housing policy with the objective of ensuring that suitable houses are available for workers needing them. Among the measures they need to envisage at this end are: machinery for the co-ordination of housing policy; the enforcement of appropriate minimum standards in regard to planning, building, health, space and fire protection; measures to ensure that land may be acquired easily and at a fair price for workers' housing purposes and the development of vocational training facilities with a view to increasing rapidly the number of skilled craftsmen in the building trades.

89. While governments have also their part to play directly in the provision of housing accommodation, both employers and workers, as well as other agencies, must share in the effort to establish acceptable housing. In a number of circumstances, especially where employment centres are far from existing population centres, it is generally accepted that employers should be encouraged or required to provide housing in this event, suitable steps should be taken to safeguard the worker and his family from possible arbitrary action on the part of the employer and to ensure rights of access to the housing area to the occupiers, to persons having business or social relations with them, and for trade union purposes.

90. Governments should take all possible steps to encourage home ownership by workers. In particular aided self-help housing schemes are of special importance and utility in African conditions. Measures to be adopted might include such facilities as loans, advances of savings made. To the African as consumer, while so far little used, they are a potentially useful means of supplementing existing sources of supply. Above all, the creation of co-operatives will tend to develop a spirit of economic freedom, responsibility, initiative and self-confidence and also a sense of working together. Special attention should be paid to the development of co-operative organisation among indigenous communities, due regard being paid to traditional forms of co-operation already existing among them.

91. Co-operative action cannot, however, be successfully imposed from above but must spring from the actual needs felt by the community concerned. Yet governments can assist by adopting legislation covering the fundamental characteristics and presenting the general principles of co-operation appropriate to the territory concerned. This legislation would normally deal, inter alia, with the constitution, operation, supervision and dissolution of co-operative societies and the creation of central co-operative unions and federations. Appropriate fiscal provisions might also be included. Legislation on these lines is already operative in many parts of Africa, including the British Commonwealth territories. Details of the structure and functioning of co-operatives must be worked out and model by-laws prepared covering organisation, administration and finance. In these matters, the long experience of the I.L.O. and the considerable amount of practical technical assistance it has given to governments in all parts of the world, in assessing the possibilities of setting up co-operatives and in preparing the legislative and administrative framework in which they might successfully operate, suggest that it could be of considerable help in guiding nascent co-operative movements in Africa into the proper channels.

92. While experience indicated that a competent specialist service is necessary continuously to supervise the application of co-operative legislation, and generally to guide and assist co-operative societies and instruct managerial staff and members in their duties and responsibilities, the objective of otherwise leading the co-operatives to a stage where they can organise and control their own business and financial affairs has sometimes been imposed on the societies in the past, and still is in some territories when a policy of encouraging the nurtured and encouraged co-operation could be a useful element in economic and social planning and development in Africa.

93. Indeed the stage may already have been reached in some territories when a policy of encouraging the linking of various co-operative activities together, such as short-term production, credit with marketing and marketing with supply and so on, might profitably be encouraged. Thus the Government's co-operative boards are also in a strong position to assist in the promotion of co-operatives among primary producers with whom they have dealings and thus encourage this most desirable form of voluntary association.

Discrimination

94. Throughout the examination of particular aspects of labour and social policy, and in particular in connection with employment opportunities, promotion, training, freedom of association and industrial relations, wages, conditions of work and social security, it has been apparent that the problem of discrimination continues to be of acute and urgent importance in certain parts of Africa. The policy of the International Labour Organis-
tion on the matter is clear. The Declaration of Phila-
delphia, which now constitutes an integral part of the
Constitution of the I.L.O., solemnly proclaims the right
of "all human beings, irrespective of race, creed or sex"
to "pursue both their material well-being and their
spiritual development in conditions of freedom and
dignity, of economic security and equal opportunity," it
likewise affirms that the principles set forth therein
"are fully applicable to all peoples everywhere and that,
while the manner of their application must be determined
with due regard to the stage of social and economic develop-
ment reached by each people, their progressive applica-
tion to peoples who are still dependent, as well as to
those who are already advanced, is a matter of concern to the whole civilised world." The Social Policy (Non-Metropolitan Territories) Convention, 1947, which is now in force for all Belgian, British and
French non-metropolitan territories in Africa, spells out in
greater detail the importations for social policy in non-metropolitan territories of the principle stated in these general terms of the Constitution itself.
In its Article 18 the Convention provides as follows:

It shall be an aim of policy to abolish all discrimina-
tion among workers on grounds of race, colour, sex,
belief, tribal association or trade union affiliation in respect of:

(a) labour legislation and agreements which shall
afford equitable economic treatment to all those
lawfully resident or working in the territory;

(b) admission to public or private employment;

(c) conditions of engagement and promotion;

(d) opportunities for vocational training;

(e) conditions of work;

(f) health, safety and welfare measures;

(g) discipline;

(h) participation in the negotiation of collective
agreements;

(i) wage rates, which shall be fixed according to the
principle of equal pay for work of equal value in the
same operation and undertaking to the extent
to which recognition of this principle is accorded
in the metropolitan territory.

Much still remains to be done, however, to make non-
discrimination fully effective in the multi-racial societies
of Africa.

98. If social development in Africa is not to involve
far-reaching conflict between the different elements of the
communities living in that continent, practical measures for
promoting non-discrimination need to be applied. Many of the issues in regard to which the application of the
principle of non-discrimination is important are
issues in the field of labour and social policy. They can be
resolved successfully only by direct co-operation
between the various parties concerned in Africa itself in
the interests of all races alike. The elimination of
discrimination and the attainment of harmonious race
relations are mutually dependent on each other. Both
presuppose processes of mutual education in the commun-
ities concerned. There are, however, certain respects in
which the International Labour Organisation may be
of assistance in the formulation of generally acceptable
policy on the subject and in finding solutions for the
practical problems which arise in respect of such matters
as access to employment and training, the improvement
of human relations in industry, wages policies, conditions
of work and social security. It should conceive its role as
being to assist in creating the conditions of mutual
comprehension on which the effective and voluntary
acceptance of the principle of non-discrimination needs
to be based and on which the social peace and social
progress of Africa depend.

99. The International Labour Conference at present
has before it proposals concerning the elimination of
discrimination in respect of employment and occupation,
which envisage the adoption in each country of a policy
designed to promote, by methods appropriate to national
conditions and practice, equality of opportunity and
in respect of employment and occupation.

These proposals are based on the principles that the
promotion of equality of opportunity and treatment in
employment and occupation is a matter of public concern,
and that all persons should without discrimination enjoy
equal rights in respect of: (a) access to vocational guidance and placement services; (b) access to training and employment of
their own choice on the basis of individual suitability for
such training or employment; (c) advancement in accordance
with their individual character, experience, ability and
merit; (d) freedom from vexation of minority of employment; (e) freedom from discrimination in conditions of work of equal value; (f) conditions of work including hours of work, rest periods, annual holidays
with pay, occupational safety and occupational health
measures, as well as social security measures and welfare
facilities, in accordance with the conditions of
employment exist between workers of different races;
the fundamental problems involved do not, however,
concern those arising from conflict in matters of
coreligious or religious beliefs and its practice or to
their individual character, experience, ability and
merit; (a) access to vocational guidance and placement
services; (b) access to training and employment of
their own choice on the basis of individual suitability for
such training or employment; (c) advancement in accordance
with their individual character, experience, ability and
merit; (d) freedom from vexation of minority of employment; (e) freedom from discrimination in conditions of work of equal value; (f) conditions of work including hours of work, rest periods, annual holidays
with pay, occupational safety and occupational health
measures, as well as social security measures and welfare
facilities, in accordance with the conditions of
employment exist between workers of different races;
the fundamental problems involved do not, however,
concern those arising from conflict in matters of
human relations in industry everywhere, and it is desir-
able to draw fully on the experience of industrially more
developed countries concerning such problems for the
benefit of Africa. The whole matter is one which might
appropriately receive special and early attention from
the African governments concerned. Any standards which
may have already been made possible. But when all is said and done the issue depends funda-
mentally on the African. It depends on his wishes, his
resolution and his decision whether he prefers to retain
his own way of life and culture, with all its achievements
and attractions, including its emphasis on leisure, or
whether he considers that the fruits of modern civilisa-
tion make worth accepting some of the standards which
have alone made it possible. With the rapid extension
of sovereign rights to African territories this will increas-
ingly become a matter for decision by the African peoples
themselves and by their own governments. But Africa's
destiny has been decisively influenced, and will continue
to be so influenced, by the political, economic and social
impact of the outside world, and will increasingly affect
profoundly the course of world affairs. It is therefore
a matter of urgency that the International Labour
Organisation should, by placing its experience and resour-
ces more fully at the disposal of governments, employers
and workers alike, progressively equip itself to render to
the peoples of Africa, in a manner comparable to its
activities in other parts of the world, whatever services
the special needs and problems of Africa, as interpreted
by the governments, employers and workers concerned,
may require.
Fourth Item on the Agenda: Report of the Asian Advisory Committee

1. In accordance with the decision taken by the Governing Body at its 134th Session (Geneva, March 1957), the Eighth Session of the Asian Advisory Committee was held in New Delhi on 11 and 12 November 1957. The session was attended by seven Government members, three Employers' members and three Workers' members. A representative of the World Federation of Trade Unions was also present as an observer. Mr. P. M. Menon (Government member, India) was elected Chairman. The report of the Committee is given in the Annex below.  

2. The agenda of the session as laid down by the Governing Body was as follows:

I. Social aspects of economic development programmes in Asian countries, with special reference to capital formation and productivity in agriculture.

II. Vocational training facilities for industrial workers as a means of promoting productivity, the upgrading of workers and the improvement of workers' earnings.

III. Conditions of work in inland transport.

IV. Vocational guidance.

The conclusions reached by the Committee on the various items on its agenda are indicated below.

I. Social Aspects of Economic Development Programmes in Asian Countries, with Special Reference to Capital Formation and Productivity in Agriculture

3. Under this item the Committee first discussed a paper which had been prepared by the Office for the Seventh Session of the Committee. The Committee emphasised the seriousness of the problem of unemployment and underemployment confronting most Asian countries. It considered that a partial solution to this problem could be found in the application of labour-intensive methods to certain of the industries in course of development and that the application of such methods in these industries would also enable more capital to be diverted to the development of basic capital goods industries in which only capital-intensive methods were available. It emphasised the need for co-ordination of development among different industries and for increasing productivity in industries where labour-intensive methods were applied. The Committee attached importance to the need for developing trade on equitable terms as a means of facilitating the economic development of the region and agreed that diversification of production should form one of the important objectives of economic development in the countries of the region.

4. The Committee was of the opinion that the nature of the subject and the form of its presentation in the paper prepared by the Office indicated strongly that this question could best be dealt with through the medium of a seminar rather than by a committee.

5. The Committee also considered a note prepared by the Office on community development programmes. The Committee agreed that the primary objective of community development was to promote local initiative and that the tendency to impose plans from above should be avoided. It suggested that the I.L.O. should make further studies of the ways in which the idea of self-help could be promoted in the light of the experiences of different countries in the region.

6. The Committee also had before it under item 1 of its agenda a paper on the comparative employment potentials of different methods of production and their respective roles in industrial development. The Committee agreed that the Office document was an excellent study but that it might be more appropriately dealt with through the seminar method.

II. Vocational Training Facilities for Industrial Workers as a Means of Promoting Productivity, the Upgrading of Workers and the Improvement of Workers' Earnings

7. Several speakers took part in the discussion and there was an exchange of views and suggestions. The Committee, however, did not come to any conclusion on this question.

III. Conditions of Work in Inland Transport

8. The Committee had before it a document containing information on conditions of employment in inland transport in Asia collected by the Office in response to a resolution (No. 46) concerning conditions of work in inland transport in Asia and Africa, adopted by the Inland Transport Committee at its Fourth Session and in pursuance of a decision taken by the Governing Body at its 118th Session (Geneva, March 1952) and referred by the Governing Body, at its 130th Session (Geneva, November 1955), to the Asian Advisory Committee for observations and suggestions. The Committee recommended the Governing Body, on the one hand, to invite the governments concerned to examine the information in the document submitted to it and to supplement it where necessary, and, on the other hand, to request the Director-General to consider in consultation with governments what further action should be taken on the lines of resolution No. 46 adopted by the Inland Transport Committee. The Governing Body is invited to take the action suggested by the Committee as indicated above.

IV. Vocational Guidance

9. The Committee did not form any conclusion on this question but the Australian Government member, in the course of a statement, suggested that the Governing Body might make available the reports of the Asian Regional Seminar on Vocational Guidance including Employment Counselling, to be held in India, to all governments for their information and not only to those participating in the seminar, and that the Office might undertake further studies of the ways in which various governments had solved specific employment problems through vocational guidance. The Director-General will give due consideration to these two suggestions.

Proposals concerning the Agenda of the Ninth Session of the Asian Advisory Committee

10. The Committee, with the Japanese Government member abstaining, recommended that the next session of the Committee should be held as usual and that the first item on its agenda should be a review of the activities
of the Committee since its inception, the other items on the agenda being as follows:

Programmes for raising productivity in Asian countries.

Development of the I.L.O. technical assistance programme in Asia.

Promotion of workers' education in Asia.

In regard to the first item on the agenda it was understood that the Office note would be entirely factual and would indicate the various agenda items dealt with at the different sessions. This might afford an opportunity for the Committee, if so desired, to conduct an appraisal of its work and methods of working. The Indian Workers' member requested that in relation to the item dealing with productivity the Office note should take into account not only the productivity of workers but also the efficiency of management. The Ceylon Workers' member expressed the wish that the importance of raising living standards as a real purpose of increasing productivity should be sufficiently emphasised.

11. The Governing Body is invited to approve the agenda for the Ninth Session of the Asian Advisory Committee as recommended in paragraph 10 above.

ANNEX

Report of the Asian Advisory Committee

(Eighth Session, New Delhi, 11 and 12 November 1957)

1. The Eighth Session of the Asian Advisory Committee was held in New Delhi on 11 and 12 November 1957. The session was attended by seven Government members (Australia, France, India, Indonesia, Japan, Pakistan and the Philippines), three Employers' members (Mr. Burne, Mr. Mishiro and Mr. Swaminathan) and three Workers' members (Mr. Ahmad, Mr. Ambekar and Mr. Thondaman). The Committee elected Mr. Menon (Government member, India) as Chairman, and Mr. Mishiro (Employers' member, Japan) and Mr. Ahmad (Workers' member, Pakistan) as Vice-Chairmen. Mr. Panikkar, representative of the World Federation of Trade Unions, also attended the session.

2. The agenda of the session, as fixed by the Governing Body, consisted of the following items:

I. Social Aspects of Economic Development Programmes in Asian Countries, with special reference to capital formation and productivity in agriculture:

(a) Paper prepared by the Office on this subject for the Seventh Session of the Committee.

(b) Note on community development programmes.

(c) Paper on the comparative employment potentials of different methods of production and their respective roles in industrial development.

II. Vocational training facilities for industrial workers as a means of promoting productivity, the upgrading of workers and the improvement of workers' earnings.

III. Conditions of work in inland transport.

IV. Vocational guidance.

Reports prepared by the Office on the four items of the agenda were submitted to the Committee for discussion. Summaries of the discussions and of the conclusions reached by the Committee are given below.

1. Social Aspects of Economic Development Programmes in Asian Countries, with Special Reference to Capital Formation and Productivity in Agriculture

General Discussion.

3. The Australian Government member expressed his appreciation of the quality of the reports prepared by the Office. The reports were extremely comprehensive and had a practical approach to the problems which were clearly stated. One of the most important problems was that regarding trade development on equitable terms both inside and outside the region and that there was a need to build up orderliness in trade in foodstuffs and raw materials through appropriate international arrangements and, in particular, with regard to the disposal of surplus commodities. He also drew attention to the need to encourage greater diversification of production in the development programmes of countries in the region. He found that the problems involved in the choice of production methods in industrial development were clearly presented by the Office paper which had observed a proper balance between labour-intensive and capital-intensive methods of production. The Indian Workers' member stressed the importance of being attached to the problem of unemployment and underemployment, especially in countries where a huge manpower force lay idle. In certain industries, especially at the initial stages, labour-intensive methods of production could be used, and only when these became inadequate should more modern methods, such as capital-intensive methods, be applied. Labour-intensive methods of production, even at the cost of some productivity, were advocated to help in reducing unemployment and underemployment. In this connection greater reliance would have to be placed on small-scale and cottage industries with their low capital cost. He also pointed out that the application of labour-intensive methods in certain industries would enable more capital to be diverted to other development projects in which only capital-intensive methods are available and that co-ordination was necessary in the development of agriculture and industry. The Indian Employers' member expressed the view that the reports had presented the problems in clear perspective. There was disparity in the standards of living even among the countries of Asia and he appreciated what the I.L.O. was doing to try and improve the situation. He emphasised the importance of primary education in the countries of Asia. In India, the literacy rate was between 35 and 40 per cent, but it was lower for the rural population which comprised 85 per cent of the total population. Another important problem was unemployment and underemployment. A large proportion of the rural population was employed only on a part-time basis. While the labour-intensive method of production would greatly reduce unemployment, it was important to bear in mind that the capital-intensive form was very essential for certain industries, such as the manufacture of steel. The Pakistan Government member pointed out that there were numerous considerations which differed from one country to another in planning for development. He suggested that a survey undertaken by the I.L.O. in the light of the experience of some countries would be useful.

(a) Social Aspects of Economic Development Programmes in Asian Countries, with Special Reference to Capital Formation and Productivity in Agriculture

4. The Committee emphasised the seriousness of the problem of unemployment and underemployment confronting most Asian countries. It considered that a partial solution to this problem could be found in the application of both extensive methods to certain of the industries being developed, especially in the consumer goods industries, and that the application of such methods in these industries would also enable more capital to be diverted to the development of basic capital goods industries in which the necessary raw materials could be available. It stressed the need for co-ordination of development among different industries and for increasing productivity in industries where labour-intensive methods were applied.

83.

1 The Japanese Government member wished it to be understood that he abstained on the whole question of a future session of the Asian Advisory Committee because the Governing Body was considering the matter and he did not wish to prejudice its decision.
5. The Committee attached importance to the necessity for developing trade on equitable terms both inside and outside the region as a means of facilitating economic development of the region. In this connection it emphasised the need to maintain orderliness in trade in foodstuffs and raw materials and, in particular, with respect to the disposal of surplus commodities.

6. The Committee also agreed that diversification of production should form one of the important objectives of economic development in the countries of the region.

7. The Committee considered that the subject and the form of its presentation in the papers prepared by the Office indicated strongly that this question could best be dealt with through the medium of a seminar instead of a committee.

(b) Community Development Programmes.

8. The Indian Workers' member stated that a number of improvements in community development programmes had taken place in India recently which were not reflected in the Office paper. He emphasised that in this matter the main idea should be to create initiative at the local level. He was against the practice which involved detailed schemes being passed down from the top. This had the effect of killing initiative among the local people which, in turn, raised the costs of projects and caused delay and prevented the emergence of new ideas. He suggested that the Office should make a study of how to increase local initiative in community development, employing the most economic means and ensuring the full participation of local people. The Australian Government member emphasised the importance of aided self-help and of co-ordinating local efforts. There must be a balance between local enthusiasm and the possibilities of action at the community level.

9. The Committee agreed that the primary objective of community development was to promote local initiative and that the tendency to impose plans from above should be avoided. The I.L.O. should make further studies of how the idea of self-help could be promoted in the light of the experiences of different countries in the region.

(c) The Comparative Employment Potentials of Different Methods of Production and Their Respective Roles in Industrial Development.

10. The Australian and Japanese Government members expressed the view that the Office document, which was extensive in length, might be more appropriately dealt with through the seminar method.

II. Vocational Training Facilities for Industrial Workers as a Means of Promoting Productivity, the Upgrading of Workers and the Improvement of Workers' Earnings

Vocational Training of Industrial Workers in Asia.

11. The Australian Government member agreed that, while this question might be taken in association with that of vocational guidance, he considered that they were important separately and it might be useful to consider them one at a time. The conclusions enumerated in the document on vocational training were very sound fundamental principles which could be applied not only in countries in Asia but elsewhere also. He expanded on each of the 12 conclusion points listed by the Office and gave a number of explanations and suggestions. These included the following questions: the importance of forecasts of numbers and categories of skilled and semi-skilled workers; establishment of adequate employment offices; identification of the industry and workers' organisations in training programmes; a long-term aim of a complete system of training, if possible, without external help; governments' responsibility for training, especially when there was a shortage of basic skills; the tendency in Australia to give emphasis to juvenile training instead of adult training; over-all planning even for short-term projects; the importance of primary education before preliminary training in order to turn out satisfactory skilled workers; the need to find the means to provide training for the largest number of people; the importance of upgrading at all levels up to the supervisor level; the importance of Training-Within-Industry programmes irrespective of the size of undertakings; and the need to combine general and technical education in order to humanise industrial training and industrial employment.

12. The Indian Workers' member pointed out that where a proper atmosphere did not exist and the workers did not believe that management was not operating the plant efficiently there would be little or no response from the workers. In India profits in a seller's market in the post-war period, the employment and assurance of stability and protection in a planned economy and a surplus of manpower had reduced the efficiency of management. Training was necessary not only for workers but also for management. He believed that technical assistance in some places had resulted in increasing the workload of the workers. He suggested that technical assistance should constitute an integrated plan to be successful. Responsibility for training in new industries necessarily devolved on governments with the public authorities. Industry itself was responsible for training in cases where the industry had been established for a considerable time. The present system of dividing subjects into rigid compartments was unsatisfactory. He suggested that the Office should consider the need for a more flexible approach in education. He did not agree that short-term courses had no place in the programme. Large numbers of people in India were uneducated or illiterate and intensive or short-term schemes would have to be adopted for a long time to come. Workers could co-operate only if they were assured that they would have a share in the gains resulting from improved productivity. The Ceylon Workers' member stressed that little or no attention had been given to the vocational training of the children of plantation workers in Ceylon. There were also many workers who were trained as foreigners among plantation workers and they were often excluded from aid schemes. He asked that the Committee consider this aspect in any proposed schemes.

13. The Indian Employers' member stated that the employers would certainly assume responsibility for any kind of training that was useful to industry. The Australian Employers' member emphasised that the employers not only co-operated but supported any training scheme that would result in improved productivity. He argued that the Office should make a study of how to increase local initiative in community development, employing the most economic means and ensuring the full participation of local people. The Australian Government member stressed that little or no attention had been given to the vocational training of the children of plantation workers in Ceylon. There were also many workers who were treated as foreigners among plantation workers and they were often excluded from aid schemes. He asked that the Committee consider this aspect in any proposed schemes.

III. Conditions of Work in Inland Transport

14. The Committee agreed to recommend that the Governing Body invite the governments concerned to examine the information contained in the note relating to this question and to supplement it where necessary, as well as to request the Director-General to consider in consultation with governments what further action should be taken on the lines of resolution No. 46 adopted by the Inland Transport Committee.

IV. Vocational Guidance

15. The Australian Government member supported the principles and observations outlined in the document. Vocational guidance was being given more serious consideration in most countries in these days. The term "vocational guidance" was used in two ways. It was used in a broad general sense when information was disseminated through films, newspapers, guidance counsellors, teachers, etc. When used in a restricted sense it referred to advice given by professional guidance officers. If the restrictive system was applied there was little chance of obtaining adequate trained personnel. If the system with the broader meaning was applied, there was the risk of its deteriorating to a superficial treatment of the question. In Australia, as in India, vocational guidance was given through
employment services with the co-operation of the educational authorities. The speaker advocated a system which provided for vocational guidance through a general service supported by a body of qualified persons. Vocational guidance could not be considered in a vacuum. The real needs of the labour market had to be taken into account. He made two suggestions. The Governing Body might make available the reports of the Asian Regional Seminar on Vocational Guidance including Employment Counselling, to be held in India, for their information, to all governments and not only those participating in it, and the Office might undertake further studies as to the way in which various governments had solved specific employment problems through vocational guidance.

Proposals concerning the Agenda of the Ninth Session of the Committee

16. After an exchange of views in the course of which the Japanese Employers' member referred to discussions at the 137th Session of the Governing Body (Geneva, October-November 1957) concerning the composition and the future of the Asian Advisory Committee, the Committee agreed, with the Japanese Government member abstaining, that it should recommend to the Governing Body that the next session be held as usual with a review of the activities of the Committee since its inception as the first item on the agenda. The Office note on the review would be entirely factual and consist of the various items on the agenda dealt with at the different sessions. This might afford an opportunity for the Committee if it so desired to conduct an appraisal of its work and methods of working. The other items on the agenda would be—

Programmes for raising productivity in Asian countries.

Development of the I.L.O. technical assistance programme in Asia.

Promotion of workers' education in Asia.

The Japanese Government member wished it to be understood that he abstained on the whole question of a future session of the Asian Advisory Committee because the Governing Body was considering the matter and he did not wish to prejudice its decision. The Japanese Employers' member considered that the agenda was too heavy.

17. The Indian Workers' member desired that in dealing with productivity the Office note should have in view not only the productivity of workers but also the efficiency of management. The Ceylon Workers' members desired that the importance of raising living standards as a real purpose of increasing productivity should be sufficiently emphasised.

P. M. MENON,
Chairman.
APPENDIX V

Fifth Item on the Agenda: Record of the Fourth Asian Regional Conference

1. In accordance with the decision taken by the Governing Body at its 134th Session (Geneva, March 1957), and at the generous invitation of the Government of India, the Fourth Asian Regional Conference was held at New Delhi from 13 to 25 November 1957. The Governing Body will no doubt wish to express its keen gratitude to the Government of India for the facilities placed at the disposal of the Conference and for the cordial welcome extended to it.

Attends at the Conference

2. The Conference was attended by 146 delegates and advisers from 19 countries, including 36 Government delegates, 19 Employers' delegates, and 19 Workers' delegates. Six Ministers were present, five of them as members of their national delegations. Nepal and the Netherlands were represented by observers. Four international governmental organisations accepted the invitation to attend the Conference, namely the United Nations, the Food and Agriculture Organisation, the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation. The following non-governmental organisations also sent one or more representatives: the International Confederation of Free Trade Unions; the International Co-operative Alliance; the International Federation of Agricultural Producers; the International Federation of Christian Trade Unions; the International Organisation of Employers; the World Federation of Trade Unions; and the International Federation of Women Lawyers.

Opening and Organisation of the Conference

3. The Governing Body was represented by a delegation consisting of its Chairman, Mr. Calderón Puig; Sir Guildhaume Myrdin-Evans and Mr. Donoso Silva for the Government group; Mr. Tata and Mr. Bergenström for the Employers' group; and Sir Alfred Roberts and Mr. Ahmad for the Workers' group.

4. After the Conference had been declared open by the Chairman of the Governing Body, it was addressed by the Prime Minister of India, Mr. Nehru, who, in an inspiring speech, situated the role of the Asian Regional Conference in the general context of the changes taking place throughout the world and pointed out the problems which arose in underdeveloped countries as a result of the time lag between the political revolutions which had already been accomplished and the improvement of economic conditions which were still backward and failed to satisfy the primary needs of the people. He emphasised the need for development of the human personality, in freedom and self-discipline, side by side with material progress, and drew attention to the importance of the co-operative spirit and of the association of the workers with the conduct of industry with a view to solving social problems and reducing the risk of industrial strife. He denounced the habits of mind that led to the cold war and called for a general spirit of tolerance which would enable an end to be put to the absorption by armaments of so large a part of the resources which could otherwise be used for civilising purposes. He concluded with the hope that the work of the Conference, directed as it was towards the betterment of man's lot, would be carried out in a spirit which would contribute towards a peaceful world.

5. The Chairman of the Governing Body, after expressing his satisfaction at the choice of New Delhi as the meeting place of the Conference, recalled that the main preoccupation of those Asian countries which had become independent in recent years was to ensure a decent standard of living for their peoples. In this the I.L.O. was qualified to give them precious help, at the same time integrating its work on their behalf in the world-wide programme of the Organisation. Prosperity and liberty should always go together. At a time when economic development was being accelerated by automation and technological progress it was the duty of the advanced countries to lend their assistance to the underdeveloped countries, since it was indeed necessary in the present state of international affairs to give new impetus to the search for prosperity everywhere . Furthermore, universal peace, that supreme aspiration of all the peoples of the world, was inconceivable in the absence of social justice.

6. The Secretary-General of the Conference had the pleasure of announcing at the opening sitting that the Federation of Malaya had become a Member of the International Labour Organisation and could thus participate fully in the work of the Conference.

The Conference unanimously elected its President: Mr. Gulzari Lal Nanda, Minister of Labour and Planning in the Government of India. In his presidential address, Mr. Nanda said that ever since her emergence as an independent nation India had placed the pursuit of international goodwill and peace above all other aims and considerations. This was in keeping with her spiritual traditions and with the teachings of Mahatma Gandhi, who had approached all problems—domestic, social and political—with a single philosophy which encompassed the entire life and destiny of men. The structure, methods and activities of the I.L.O. reflected the interest to the underdeveloped countries, since it was indeed necessary in the present state of international affairs to give new impetus to the search for prosperity everywhere . Furthermore, universal peace, that supreme aspiration of all the peoples of the world, was inconceivable in the absence of social justice.

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ment delegate, Pakistan; Mr. Akio Mishiro, Employers' delegate, Japan; Mr. K. V. Thaver, Workers' delegate, Federation of Malaya.

9. The Report of the Director-General was discussed in plenary sitting. To examine the technical items on the agenda the Conference set up the following three committees:

Committee on Small-Scale and Handicraft Industries (Chairman: Mr. H. C. McQueen, New Zealand).
Committee on Agriculture (Chairman: Mr. K. B. Dissanayake, Ceylon).
Committee on Labour-Management Relations (Chairman: Mr. Abid Ali, India).

10. The Conference appointed a Selection Committee composed of three representatives of the Governing Body and eight members of each group, under thechairmanship of Mr. M. A. Raschid (Government delegate, Burma). A Credentials Committee was also appointed consisting of three members, namely Mr. I. G. Sharp (Government delegate, Australia), Mr. T. S. Swaminathan (Employers' delegate, India), and Mr. G. S. Melkote (Workers' delegate, India).

Discussion of the Director-General's Report

11. A total of 38 speakers (including two visiting Ministers and three representatives of international workers' organisations) took part in the discussion in plenary sitting of the Director-General's Report. Most of them described the current economic problems and plans of their respective countries and the efforts made in the social field, with particular reference in many cases to the situation in agriculture or in labour-management relations. A number of suggestions were made regarding the types of technical assistance most urgently required by Asian countries from the I.L.O.

12. In his reply to the debate on his Report the Director-General made the point that, while the material aspect of the Asian social scene was at present discouraging, an irreversible process of industrialisation had started which would bring about a social transformation. In order that social change in favour of better living standards might proceed in a peaceful and orderly manner, new social thinking and new social institutions would have to fill the gap left by the disappearance of the traditional methods of considering social policies; it was important to relate them to long-term social objectives; for example, while the development of small-scale industries employing many workers was important as a transitional measure, the ultimate goal of higher living standards would also require the application to Asia of the newly discovered techniques of production. Similarly, in the field of labour-management relations, any systems of conciliation or arbitration which governments might decide to adopt should be guided towards the ultimate objective of developing responsible independent organisations of workers and employers capable of resolving their problems by collective bargaining. Trade unions and employers in Asia might be expected to play an original and important role in helping workers coming from rural areas to adapt themselves to an industrial community. Some of the problems of social change confronting the Asian countries were of a somewhat different type from those with which the I.L.O. had dealt in the past, problems involving the social responsibilities of individuals and organisations. Though standard-setting activities and technical assistance remained all their usefulness, the I.L.O. was trying to develop a new approach of a promotional or educational character to deal effectively with these questions of enabling individuals and groups to understand and carry out effectively their social responsibilities. Workers' education and management training in personnel practices were not the only means of which they might proceed, and the urgent problems of social transition must be constantly studied so that the I.L.O.'s understanding was always abreast of events.

Small-Scale and Handicraft Industries

13. The Committee on Small-Scale and Handicraft Industries first held a general discussion on problems of the development of these branches of activity in Asian countries, and then proceeded to a discussion of certain specific points raised in the report prepared by the Office, including questions of markets and communications, competition and co-operation among enterprises, the need for a co-ordinated approach, standardisation and marketing, extension work and training, organisation of common facilities, and labour and human problems in small undertakings. Two resolutions were unani­mously adopted by the Committee and subsequently by the Conference. The first is a general resolution on measures to promote the development of small-scale, cottage and handicraft industries, on organisational arrangements for the promotion of these industries, and on measures to raise the labour standards in these industries. The second resolution deals with international action in the field of small-scale and handicraft industries, comprising the provision of technical assistance and fellowships, the conduct of research and publication of studies, and the convening of meetings and of international seminars.

Agriculture

14. It may be noted that in paragraph 2 (a) of the resolution dealing with international action in the field of small-scale and handicraft industries the view is expressed that "Technical assistance experts have executive responsibility for the projects at the request of the governments to which they are accredited". This sentence was included in the resolution as the result of a proposal put forward by a Government delegate at the first sitting of the Committee on Small-Scale and Handicraft Industries; there was no discussion on the proposal. While technical assistance experts may often find it necessary as part of their advisory and training work, especially in the early stages of a project, to render a great deal of practical assistance to the government officials to whom they are attached, it is by no means established practice, under the prevailing arrangements for the provision of technical assistance by the United Nations and specialised agencies to governments which request it, to regard experts assigned to them for that purpose as advisers, leaving the responsibility for the determination and implementation of policy in the last resort to the governments themselves. If, as is suggested in paragraph 26 (a) of this paper, the Governing Body authorises the Director-General to transmit to governments the resolutions adopted by the Conference, the Director-General will draw attention to this consideration.

15. The Committee on Agriculture was called upon to examine the third item on the agenda: Conditions of life and work of share-croppers, tenant farmers, and similar categories of semi-independent and independent workers in agriculture. The Committee agreed that the discussion should be largely confined to those categories of workers, the problems of hired workers in agriculture having been examined at previous conferences. The discussion centered on the points listed in the report prepared by the Office and was remarkable for the unanimous agreement reached on several matters which might have been regarded as controversial. A working party was set up to incorporate the conclusions reached during the discussion in a draft resolution, setting forth a number of principles concerning the improvement of the condition of share-croppers, tenant farmers and similar categories of agricultural workers.

16. Among the principles enumerated some were singled out for particular attention by the Committee.

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1 The texts of the resolutions and conclusions adopted by the Fourth Asian Regional Conference were submitted to the Governing Body but are not reproduced here. They will be printed forthwith in the Official Bulletin of the International Labour Office. For a fuller account of the proceedings of the Conference see International Labour Organisation, Fourth Asia regional Conference, New Delhi, November 1957: Record of Proceedings (Geneva, I.L.O., 1958).
It was considered that the national authority should take the initiative of issuing regulations which might lead to an improvement of the conditions of the categories of agricultural workers concerned, the Committee having emphasised that, under the conditions of Asian countries, this was all the more important because of the weakness of the complete absence of organisations representing such workers. The Committee stressed the desirability of encouraging the development and growth of organisations representing all sectors in agriculture. The relations between landowners and tenants and similar agricultural workers should be governed in the first place by broad principles contained in regulations issued by the public authority. Details of the rights and obligations of both parties should be stated in the lease contract, which should preferably be in writing. In order to obtain the economic and social advantages of maximum security for the cultivator, tenant farmers, share-croppers and similar workers should have permanent occupancy rights wherever possible. Where this is not possible the lease should be of a specified minimum duration and be renewable. To the extent that it is to be permitted, policy should aim at the gradual transformation of share rental arrangements into fixed rental tenancies. Rents should be kept at a level giving each of the parties a fair return and should in particular ensure to a cultivator an acceptable standard of living and promote prosperity. The principle that the cultivator of land should own his holding should be recognised and steps taken to facilitate access to ownership on the part of tenants and similar agricultural workers, as well as other workers in agriculture (e.g. hired workers).

Labour-Management Relations

18. The Committee on Labour-Management Relations had before it a report entitled "Labour-Management Relations" and a list of points based on the report which had been submitted to it for discussion. At the Committee's first sitting, the Secretary-General of the Conference made a statement inviting the Committee to concentrate its discussion on the following points: (a) definitions of needs, problems and objectives of the Asian countries in the field of labour-management relations, so as to reflect the current realities of the Asian situation; (b) organisation of those relations in the field of economic and social advantages of maximum security; (c) the need for a special study of the economic and social advantages of maximum security; (d) the need for a special study of the economic and social advantages of maximum security; (e) the need for a special study of the economic and social advantages of maximum security; (f) the need for a special study of the economic and social advantages of maximum security; (g) the need for a special study of the economic and social advantages of maximum security; (h) the need for a special study of the economic and social advantages of maximum security; (i) the need for a special study of the economic and social advantages of maximum security; (j) the need for a special study of the economic and social advantages of maximum security; (k) the need for a special study of the economic and social advantages of maximum security; (l) the need for a special study of the economic and social advantages of maximum security; (m) the need for a special study of the economic and social advantages of maximum security; (n) the need for a special study of the economic and social advantages of maximum security; (o) the need for a special study of the economic and social advantages of maximum security; (p) the need for a special study of the economic and social advantages of maximum security; (q) the need for a special study of the economic and social advantages of maximum security; (r) the need for a special study of the economic and social advantages of maximum security; (s) the need for a special study of the economic and social advantages of maximum security; (t) the need for a special study of the economic and social advantages of maximum security; (u) the need for a special study of the economic and social advantages of maximum security; (v) the need for a special study of the economic and social advantages of maximum security; (w) the need for a special study of the economic and social advantages of maximum security; (x) the need for a special study of the economic and social advantages of maximum security; (y) the need for a special study of the economic and social advantages of maximum security; (z) the need for a special study of the economic and social advantages of maximum security.

17. The resolution drafted by the working party, which also urges the I.L.O. to continue to study and publish material on particular aspects of these matters as they relate to Asian countries, was after slight amendment adopted unanimously by the Committee and subsequently by the Conference.

Resolutions concerning Questions Not Included in the Agenda

21. The Conference had before it two resolutions relating to questions not included in the agenda. One of these, submitted by the Indian Government delegates, was concerned the representation of China at Asian Regional Conferences; the other, submitted by Mr. Egurazdov, U.S.S.R. Workers' delegate, related to the participation of the trade unions of Asian countries in the elaboration and implementation of economic development programmes in their countries.

22. These two resolutions were considered by the Selection Committee. In the case of the first resolution, the Chairman of the Committee concluded after an exchange of views that it could be discussed, but on a motion put by Mr. Mishiro (Japanese Employers' representative) the Committee decided by 12 votes to 9, with 5 abstentions, to defer consideration of it, a decision which was subsequently approved by the Conference, after discussion, by 46 votes to 20, with 9 abstentions. The second resolution, after being discussed in the Selection Committee, was referred to a working party set up to incorporate in the original text the amendments proposed in the Committee. The text, as amended, and entitled "Resolution concerning the participation of trade unions and employers' organisations of Asian countries in the elaboration and implementation of economic development programmes", was adopted unanimously by the Committee and subsequently by the Conference.

Other Questions

23. The following letter was addressed to the President of the Conference by Mr. G. D. Somani, Indian Employers' delegate: 13 November 1957.

Dear Mr. President,

I am writing on behalf of the free Employers attending the Fourth Asian Regional Conference of the I.L.O., in order to make it clear that the free Employers' delegation of the U.S.S.R. The same view was expressed in similar cases at the International Labour Conferences in recent years, namely that these appointments are contrary to the tripartite principle on which the I.L.O. is based.

I am desired to make it again quite clear that the free Employers cannot, and will not, accept the so-called Employers' representatives from the U.S.S.R. as being any more than additional, and at all events not distinguishable from the Government delegations of this country.

We have decided not to challenge formally their credentials because under the existing Standing Orders of Regional Conferences such formal challenge, even when deemed justified by the Regional Conference, cannot in fact be made effective during the session of the Conference.
The free Employers, however, completely dissociate themselves from them, and shall in practice do all in their power to prevent the so-called Employers' representatives at this Conference. This they will do in defence of the tripartite system of representation, which is the basic principle of the I.L.O. and which is essential to the effective functioning of the Organisation.

I would ask you to publish this letter as quickly as possible in the Provisional Record so that no member of the Conference may be in any doubt about the views and intentions of the free Employers.

Yours faithfully,

(Signed) G. D. Somani,
(On behalf of the Free Employers).

This communication was brought to the notice of the Conference. Subsequently, Mr. Anna Berdyev and Mr. Kholmatov, respectively Employers' delegate, U.S.S.R., and Employers' adviser and substitute delegate, U.S.S.R., addressed to the President the following letter, which was also brought to the notice of the Conference:

15 November 1957.

Mr. President,

The appendices to the Provisional Record of the Conference for 14 November 1957 contained a letter from certain participants in this Conference who call themselves "free employers". The writers of the letter have permitted themselves to declare that they "do not accept" the U.S.S.R. Employers' representatives.

First of all, Mr. President, we draw your attention to the fact that the right "to accept" or "not to accept" the legal credentials of any delegates is the sovereign right of the Conference itself and not one enjoyed by any individual delegate or delegates.

As for the substance of the question, although the letter referred to is not a matter to be discussed by the Conference or its organs, we still feel it our duty to express our opinion on the subject.

We consider the letter of the so-called "free employers" as an attempt to poison the atmosphere at our Conference, and to introduce into it the "cold war" methods which were decisively condemned from the high rostrum of this Conference at its opening.

We, the representatives of the U.S.S.R. employers, stand for consistent observance of the I.L.O. Constitution and the principle of universality on which the activity of the I.L.O. is founded, for the development within the framework of the I.L.O. of businesslike co-operation between representatives of governments, workers and employers of all member countries of the I.L.O. irrespective of their political and economic systems and with full observance of the equal rights of all delegates.

We, the representatives of the U.S.S.R., request you, Mr. President, to publish our letter as soon as possible in the Provisional Record of the Conference for the information of all those taking part in it.

Please accept, Mr. President, the assurance of our high esteem.

(Signed) O. Anna Berdyev,
Employers' delegate, U.S.S.R.

(Signed) D. Kholmatov,
Substitute Employers' delegate, U.S.S.R.

24. The Selection Committee had before it a request from Mr. Anna Berdyev, Employers' delegate, U.S.S.R., that he should be given the right to participate as a titular member in the work of the Committee on Labour-Management Relations and that Mr. Kholmatov, adviser and substitute delegate, should be given the right to participate in the work of the Committee on Small-Scale and Handicraft Industries, also as a titular member, neither of these representatives having been proposed by their group for a seat on a committee. A proposal that the request should be granted, made by the Indian Government member, was rejected by the Selection Committee by 3 votes to 9, with 9 abstentions. A proposal that the request should be met by appointing Mr. Berdyev and Mr. Kholmatov as deputy members of the committees in the work of which they wished to participate was also rejected by 4 votes to 6, with 9 abstentions.

In plenary sitting Mr. Abid Ali, Government delegate, India, proposed that a deputy member's seat should be given to each of these two Employers' representatives from the U.S.S.R. The Conference adopted this proposal by 32 votes to 7, with 21 abstentions.

25. The President of the Conference transmitted to the Chairman of the Selection Committee a letter from the U.S.S.R. delegation containing a protest concerning the Chinese delegation at the Conference. The Chairman of the Selection Committee decided that this question could not be discussed in view of the fact that the invitations to attend the Conference had been sent in accordance with a decision taken by the Governing Body of the International Labour Office, within whose competence the matter fell, and that the Rules concerning the Powers, Functions and Procedure of Regional Conferences did not authorise such conferences to deal with matters of this type.

Suggested Action by the Governing Body

26. The Governing Body will no doubt wish—

(a) to authorise the Director-General to transmit to governments and to the appropriate international organisations the texts of the resolutions and conclusions adopted by the Conference;

(b) to request the Director-General, in making future proposals for the programme of work of the Office, to take account as far as possible of the wishes expressed in the following resolutions and conclusions concerning the studies which it is considered should be undertaken or pursued:

Resolution concerning international action regarding small-scale and handicraft industries;

Resolution concerning the improvement of conditions of tenants and similar categories of agricultural workers;

Conclusions on labour-management relations;

(c) to request the Director-General to bear in mind the part which can be played by technical assistance furnished at the request of the governments concerned in the form of the sending of missions or experts, the granting of fellowships, or the organisation of meetings or seminars, both in the development of small-scale and handicraft industries and in the improvement of labour-management relations.
Sixth Item on the Agenda: Report of the Meeting of Experts on the Prevention of Accidents Due to Fires and Electricity Underground in Coal Mines

The document relating to this item is not reproduced here, the Governing Body, after a brief procedural discussion, having deferred further consideration of the report to its 139th session.¹

¹ See above, Minutes of the Fifth Sitting, p. 33.
Seventh Item on the Agenda: Report of the Meeting of Experts on Radiation Protection

1. In accordance with the decisions taken by the Governing Body at its 134th, 136th and 137th Sessions, a Meeting of Experts on Radiation Protection was held at the International Centre, Geneva, from 25 November to 11 December 1957.

2. The terms of reference of the Meeting were—
(a) to revise 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;
(b) to study and adopt three codes of practice on protection against radiation;
(c) to review the work undertaken by the I.L.O. in the field of the protection of workers against radiation, and to make recommendations on its future activities.

The report of the Meeting is appended.1

Revision of the Provisions of the Model Code concerning Ionising Radiations

3. With regard to the basic question of maximum permissible doses and concentrations, a statement was presented to the Meeting by the representative of the International Commission on Radiological Protection (I.C.R.P.). The new values adopted by the Commission are in general more stringent than those recommended hitherto.

4. The Experts decided that the standards adopted by the I.C.R.P. should be incorporated in the revised edition of the Model Code, but emphasised that in this respect the Code should be kept up to date by the Office to conform to the relevant decisions of the I.C.R.P.

5. Some discussion took place on the advisability of retaining the provisions of the Model Code dealing with the limitation of hours of work for persons exposed to ionising radiations. The omission of a recommendation concerning the reduction of hours of work was based on the assumption that there would be a strict observance of safety standards.

6. The Experts considered that radiation installations should be designed and constructed to afford adequate built-in protection. They also considered it necessary that the levels of irradiation should be controlled by adequate monitoring of the environment and also of the persons at risk. In addition, these persons should have pre-employment and periodic medical examinations of a general and specialised character.

7. Several recommendations of a general nature, concerning chiefly the staff and the facilities required for the necessary control measures, were made by the Experts.

8. An exchange of views took place on the subject of the marking of sources of radiation, more especially with reference to their transport. The Experts agreed on the urgency of finding a truly international solution for industry as well as for transport, agriculture, etc.

9. The scope of the discussions was deliberately restricted and no consideration was given to the hazards attendant on the mining of radioactive ores, the work of chemical and metallurgical plants for the refining of such ores, or to nuclear reactors, among other subjects. This decision to restrict the scope of the Meeting was taken because of the extremely specialised nature of the above operations and the fact that in any case it would have been impossible in the time available to include them. The Experts considered, however, that the Office should give consideration to these further aspects of the subject.

10. The revised text of the Model Code was adopted unanimously by the Experts and is appended to the report.1 They felt that the new text incorporates the most recent knowledge on the subject and should be of considerable value at the present time when radiation techniques are spreading very fast throughout industry. With the object of helping to spread knowledge of these precautions, the Experts recommended that Section 2 of Chapter XI of the Model Code should be off-printed so as to be available in a suitable form to all those who should be aware of the precautions to be taken.

Study and Adoption of Three Codes of Practice on Protection against Radiation

11. The Experts examined in turn the three draft codes of practice concerning respectively:
(a) general principles of industrial radiation protection;
(b) radiation protection in industrial radiography and fluoroscopy; and
(c) radiation protection in luminising work.

The Experts considered that the term "code of practice", in the titles of these documents, did not quite correspond to their character. It was suggested that for the basic Code a title such as "Guide to the Practice of Radiation Protection", or "Manual of Radiation Protection" should be used. Recommendations were also made concerning the illustrations and bibliographies of these codes.

12. Several points were made by the Experts concerning the form and substance of the three manuals. It was understood that the Office would take due note of these before publication.

13. In some countries luminous compounds are sometimes still applied in handicrafts and even in home work. When done in this way without the most elementary precautions, the work of applying luminous compounds presents very serious risks of radioactive contamination, which contrast most strongly with the precautions taken, for example in atomic energy plants. Accordingly the Experts laid stress on the imperative need for taking steps to protect persons applying luminous compounds, and it was even suggested that the Office should do everything in its power to bring about a cessation of home work in luminising.

14. The Experts hoped that the codes of practice would be of value to all countries, but considered that they should be of most value to countries that have not yet had sufficient experience in radiation techniques and the means of protecting persons from the risks involved.

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1 This report is not reproduced here. For its substance see Occupational Safety and Health (Geneva, I.L.O.), Vol. VIII, No. 2, Apr.-June 1958, pp. 63-70.

1 This text is not reproduced here, the Governing Body having decided at its fifth sitting to defer a decision concerning its publication until its 139th Session.
Protection of workers against radiations. Codes of practice should be distributed promptly so as to reach all those who have any responsibility for the protection of workers against radiations.\footnote{The text of these three codes of practice in final form will appear as Parts III, IV and V of the Manual on Protection against Radiations in Industry, published by the I.L.O.}

Review of the Work Undertaken by the International Labour Organisation in the Field of the Protection of Workers against Radiation, and Recommendations on Its Future Activities

After considering the work already done by the International Labour Organisation in the field of industrial radiation protection and the activities planned by the Office, the Experts had a general discussion on the question and made various suggestions concerning the contribution which the Office could make to the protection of workers against radiations in fields of activity other than those with which it had been especially concerned hitherto. To this end, it would be necessary for the I.L.O. to adapt to other fields of activity the standards already laid down for industrial establishments.

17. Realising the shortage of specialists in radiation protection and desirous of ensuring the maximum efficacy of international action, the Experts proposed that the Office should concern itself more particularly with the industry needing the protection of workers against radiations. In chemical and medical works in which radioactive ores were processed and factories where natural radioactive substances were manufactured. They were unanimous in proposing that the Office should without delay undertake the study of the specific industrial hygiene problems of uranium mining, of the use of metallic radiations, and of the problems raised by the protection of workers and the relative difficulty of solving them; and, secondly, the relative importance of the irradiation received by the personnel at risk.

18. Stress was laid on the imperative need for adequate education of the workers in the field of radiation protection. It was important to make the personnel concerned realise that, while ionising radiations might present certain risks, the risks only appeared if irradiation appreciably exceeded the maximum permissible dose, and to be exclusive of the possible benefits that humanity derived from the application of these radiations. The Meeting also felt that the Office should contribute by all means in its power to the diffusion of the practical information that in the field of radiography and of the application of radiation in industry.

19. The Experts were informed of the decision taken by the Governing Body at its 137th Session (Geneva, October-November 1957) to place on the agenda of the 1959 Session of the International Labour Conference the question of making widely available the new section of the Model Code concerning protection against ionising radiations, as recommended by the Experts.

20. The Director-General will take account of these recommendations in preparing the report on the protection of workers against radiation for the 43rd Session of the International Labour Conference.

Proposals for Action on the Recommendations of the Experts

21. The Director-General considers that the existing provisions of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry dealing with protection against ionising radiations should be replaced as soon as possible by the new provisions prepared by the Experts. He therefore proposes, with the approval of the Governing Body, to issue these provisions as an amendment to the Model Code. The Director-General also considers that the standards of the Model Code concerning maximum permissible doses and concentrations should be kept up to date by the Office in accordance with the corresponding decisions of the International Commission on Radiological Protection, and he proposes, with the approval of the Governing Body, to take the necessary steps to this effect. Finally, the Director-General will give consideration to the best means of making widely available the new section of the Model Code concerning protection against ionising radiations, as recommended by the Experts.

22. With regard to the codes of practice adopted by the Experts the Director-General has come to the conclusion, after a close study of the question, that these documents should be entitled " manuals \(\ldots\) a title which best represents their character. The manual dealing with ionising radiations constitutes the basic document to which the other manuals will refer, will need to be thoroughly revised before distribution. On the other hand, the two manuals dealing respectively with industrial radiography and with the application of radioactive compounds could be ready fairly quickly, the necessary amendments being neither numerous nor important. The Director-General will therefore consider the most appropriate means of making them available promptly to interested bodies.

23. The Director-General is also of the opinion that the warning given by the Experts on home work in luminiscent (paragraph 13 above) should be brought particularly to the attention of the Governing Body. If governments do not consider it necessary or possible to prohibit this work, they will doubtless take the view that because of the serious nature of the risk strict measures must be taken without delay to ensure a close observation of elementary precautions. The Director-General proposes, with the approval of the Governing Body, to draw the attention of governments to this question.

24. In order that the recommendations of the Experts concerning protection against ionising radiations should have the maximum practical effect, it will be necessary for them to be brought to the attention of the various international bodies concerned with the development of atomic energy, and in particular the United Nations, the International Atomic Energy Agency and the specialised agencies concerned with work in industry. In this connection it may be recalled that the Second International Conference on the Peaceful Uses of Atomic Energy is to be held in Geneva in September 1958.
The submission to the Conference of the report of the Experts, together with the revised provisions of the Model Code concerning protection against ionising radiations and the manuals of practice approved by the Experts, would be a most useful and appropriate contribution by the I.L.O. to the information for consideration by the Conference. In addition, the Governing Body will undoubtedly wish to ensure that the recommendations of the I.L.O. Meeting of Experts are brought to the attention of the various other special agencies concerned with the development of atomic energy, namely the European Nuclear Energy Agency (of the O.E.E.C.) and the European Atomic Energy Community (Euratom). In making all these communications the Governing Body may wish to express the hope that the bodies concerned will take the I.L.O. standards of protection against ionising radiations fully into account and that they will transmit to the Office any observations that they may wish to make upon them or any points that they may wish to discuss.

25. The Director-General has under consideration the recommendation of the Experts that the Office should give high priority within the framework of its future programme to the mining of radioactive ores, basic metallurgical and chemical works in which radioactive ores are processed and factories in which radioactive substances are manufactured, and will submit recommendations on these matters to the Governing Body as soon as his examination of the question has been completed.

26. The Governing Body is invited—

(a) to take note of the report of the Meeting of Experts on Radiation Protection;

(b) to communicate the report and its annexes to governments;

(c) to communicate the report of the Experts together with the revised provisions of the Model Code concerning ionising radiations and the manuals of radiation protection—

(i) to the United Nations, the International Atomic Energy Agency and the specialised agencies concerned;

(ii) to the European Nuclear Energy Agency and the European Atomic Energy Community;

and to express the hope that these bodies will take the I.L.O. standards fully into account;

(d) to authorise the Director-General to issue the text of the provisions concerning ionising radiations forming Section 2 of Chapter XI of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry, as revised by the Meeting of Experts, as an amendment to the Model Code, and to take the necessary steps to keep the standards concerning maximum permissible doses and concentrations up to date (paragraph 21 above);

(e) to draw the attention of governments to the views of the Experts concerning the protection of persons applying luminous compounds (paragraph 23 above).
Eighth Item on the Agenda: Report of the Meeting of Experts on Workers’ Education

1. A Meeting of Experts on Workers’ Education was held at Geneva from 9 to 14 December 1957, in accordance with the decision taken by the Governing Body at its 134th Session.

2. The agenda of the Meeting was as follows:
   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.

3. The report of the Meeting is annexed. The attention of the Governing Body is drawn in particular to the section of the report entitled “Conclusions”, which was unanimously adopted by the Meeting and which contains (1) a set of general considerations, and (2) recommendations to the Governing Body concerning the Workers’ Education Programme of the I.L.O.

4. A summary of the principal conclusions of the Meeting on each of the items on the agenda is given below.

The Scope and Content of Workers’ Education Programmes

5. In affirming the importance of workers’ education under modern conditions of social, economic and technological progress, the Meeting stressed the need for educational programmes designed to help workers and their organisations effectively to discharge their social and economic functions and responsibilities. It examined the variety of needs influencing the scope and content of workers’ education programmes, and it emphasised that, despite the necessary diversity, workers’ education programmes should and do have common elements, based on the realities of the worker’s world, his work environment, the relations between employers and trade unions and a number of other factors. It was pointed out that workers’ education would benefit society as a whole, by facilitating the growth of a healthy climate of industrial relations, based on mutual understanding of the rights and responsibilities of the parties concerned.

6. The Meeting discussed the main categories of activities in workers’ education programmes and examined the role of workers’ organisations, particularly in training leaders and the promotion of educational activities for all members. The conditions of collaboration between trade unions with workers’ educational associations, co-operatives, universities and the public authorities in this field were also discussed. The Meeting examined the relation of workers’ education with other fields of adult education and pointed to the special characteristics of workers’ education in training the worker for social responsibilities and for the betterment of the conditions under which he lives.

7. In connection with the scope and content of the I.L.O.’s Workers’ Education Programme, the Meeting expressed the view that the scope should cover all major subjects within the competence of the I.L.O. and directly related to the professional interests of workers, and that the content of the subjects should be based on the research and information work of the I.L.O. as well as the standards established by the Organisation.

Methods and Techniques of Workers’ Education

8. The Meeting discussed a variety of methods and techniques, indicating the conditions for their successful application and citing certain experiences with new methods and techniques. It was emphasised that use of any particular method or technique in workers’ education should be determined with reference to the kind of workers involved, their responsibilities, their level of experience and knowledge, their psychology and motivation, their conditions of life and work, as well as the content of the education to be conveyed and the resources available. It was stressed that methods and techniques should always be considered as a means and not as an end in themselves.

9. The Meeting examined in detail the questions of methods and techniques for illiterate workers, week-end schools, correspondence courses and a number of informal educational activities. It also discussed the importance of providing adequate physical facilities, films and other audio-visual aids, as well as the problems of the education of women and young workers.

The I.L.O.’s Workers’ Education Programme

10. The Meeting emphasised that the I.L.O. has a very important role to play in helping workers and their organisations to fulfill their social and economic responsibilities. The Meeting linked this educational role to the traditional activities of the I.L.O., as well as to its aims, constitutional directives and basic principles and standards.

11. The Meeting expressed appreciation of the ways in which the I.L.O. had implemented its Workers’ Education Programme in 1956 and 1957, and considered that the orientation given to the Programme during those first years was in accordance with the realities of the labour world. It considered that the Programme should be expanded to include not only aid to other workers’ educational organisations in the production of tools, the training of instructors and the exchanges of international experiences but also, in future years, suitable workers’ education activities of its own, taking into account the increasing requests and growing needs throughout the world and in particular in the underdeveloped countries.

12. One group of the Meeting’s recommendations concerned the preparation and publication by the I.L.O. of workers’ educational tools, as follows: (a) a series of courses on the principal subjects within the competence of the I.L.O., intended for instructors, discussion leaders and workers who had some training in social questions; (b) another series of elementary reading material on the same subjects for workers who had no such training or who were new literates; (c) a manual or manuals on methods and techniques of workers’ education. The Meeting considered that it would be useful to produce these documents in different languages in addition to the official languages of the I.L.O., so as to make them accessible to workers in all regions of the world.

1 See below, pp. 95-103.
13. The Meeting also recommended that, in view of a common interest at various points in the field of workers' education, the I.L.O. should undertake research of this kind, collecting, analysing and publishing technical information on such subjects as methods and techniques of workers' education, experiences in the training of trade union leaders, and the evaluation of workers' education programmes. 

14. The Meeting suggested that the International Labour Office should function as an international centre for the exchange of information on workers' education. To this end, it recommended that the Office should continue systematically the efforts already made to collect information from various parts of the world and to publish it in the International Labour Review, Industry Labour, and I.L.O. bulletins, including roneoed bulletins intended for workers' educational bodies and bibliographies on workers' education. A series of recommendations on I.L.O. action in collecting and lending films, film strips and other audio-visual aid was also made.

15. Another group of recommendations related to I.L.O. participation in or organisation of seminars, courses and meetings in the field of workers' education. It was suggested that the Office should organise in collaboration with other organisations concerned but under its own auspices, seminars on particular aspects of workers' education, e.g. problems relating to the needs of tutors, discussion leaders, organisers and administrators of workers' education programmes. In this connection the Meeting recommended the organisation, at the earliest possible date, of a seminar for persons responsible for workers' education programmes and with wide experience in this field. The organisation of regional seminars on workers' education was also suggested.

16. It was recommended further that the Office should continue and, as far as possible, intensify its activities in respect of seminars and courses organised by the major trade unions and workers' educational bodies. The Office should be prepared to extend, upon request by such bodies, aid in preparing programmes, sending lecturers and discussion leaders, the supply of publications and study material and other forms of assistance, including help in the training of discussion leaders and instructors.

17. The Meeting considered it indispensable that the Office should develop its Programme in such ways as to help and stimulate the activities of trade unions and other workers' educational bodies in various parts of the world. Special efforts should be made to place at the disposal of countries, particularly in connection with the development of the I.L.O.'s Workers' Education Programme, the technical information on such subjects as methods and techniques of workers' education, which sought to give workers and their families the knowledge needed to play their role in the economic and social life of their countries.

18. The Meeting considered that it would be useful to examine the possibility of providing in Geneva, at the I.L.O. headquarters, greater facilities than possible at present to the summer schools, seminars and study groups periodically organised here, enabling more holders of workers' education fellowships to be received in Geneva.

19. In view of the difficulties of workers in some countries in securing leave of absence to attend seminars and courses extending over a period, the Meeting urged the Governing Body to consider a recommendation to member States that legislative action should be taken to ensure that such leaves of absence should be obligatory in cases where the educational activity was initiated, organised or supported by the United Nations or its specialised agencies.

20. The Meeting considered that, since one of the aims of the I.L.O.'s Workers' Education Programme was to encourage good industrial and human relations, it would be useful if the educational facilities of the Office were made available to employers and employers' organisations where such action would help further this objective.

21. It will be noted that some of the Meeting's recommendations for the future are in line with activities already initiated by the Office or planned in connection with the utilisation of the credit for workers' education purposes in the 1958 budget of the I.L.O. The Director-General proposes to submit to the Governing Body in due course concrete proposals on the basis of the recommendations made by the experts and in the light of any observations that the Governing Body may make on the present report.

22. The Governing Body is requested to authorise the Director-General—

(a) to communicate the report of the Meeting of Experts on Workers' Education to governments for their information, and also to the United Nations and U.N.E.S.C.O.;

(b) to take appropriate steps to give the report a sufficiently wide distribution to reach the major national and international bodies engaged in workers' education.

ANNEX

Report of the Meeting of Experts on Workers' Education

(Geneva, 9-14 December 1957)

1. The Meeting of Experts on Workers' Education opened at 10 a.m. on 9 December 1957 at the International Labour Office in Geneva.

2. In opening the meeting Mr. Jef Rens, Deputy Director-General of the International Labour Office, emphasised the importance attached by the Office to the recommendations to be made by the experts, particularly in connection with the development of the I.L.O.'s Workers' Education Programme. The interest and activities of the Office in this field, he pointed out, stemmed from the basic aims of the I.L.O. itself; the Declaration of Philadelphia, in affirming the right of all human beings to cooperate in equal opportunity their material and spiritual development, had set the keynote of the I.L.O.'s interest in a humanistic concept of workers' education, which sought to give workers and their organisations the knowledge needed to play their role in the community. In view of the experts' knowledge and experience of the problems and methods of workers' education in various countries at different stages of development, their practical advice would help the I.L.O.'s action in complementing the efforts made in this field by the trade unions and other educational bodies in the Member countries.

3. Mr. Sven-Arne Stahre, Director of Studies of the Swedish Workers' Educational Association, was elected Chairman of the Meeting.1

4. The agenda of the Meeting was as follows:

1. Scope and content of workers' education programmes.

2. Methods and techniques of workers' education.

3. Review of the past activities of the I.L.O. in this field and recommendations for future action.

PROCEEDINGS OF THE COMMITTEE

5. The Meeting considered that the three reports prepared by the Office as a basis of discussion were

1 The full list of experts and observers attending the Meeting is given in the appendix below, p. 103.
excellent documents, well designed to facilitate an international exchange of information on workers' education and indicative of the kind of research and informative work that the Office should undertake in this field.

6. After a general discussion on the diversity of social, economic, political and cultural conditions which affected workers' education in different countries and regions, the Committee decided to examine the subjects of the scope and content of workers' education programmes, and methods and techniques, all in close relationship to the I.L.O.'s Workers' Education Programme. The Meeting thus proceeded to a detailed discussion of the problems, needs, remedies and experiences concerning the first two items of the agenda, while examining at the same time their practical implications for the workers' education activities of the I.L.O. As a result of this discussion the Meeting arrived at the conclusions presented in the following, which present the general background of these conclusions and other salient points raised by the experts are summarised below.

The Scope and Content of Workers' Education Programmes

7. The Meeting began its consideration of the first item on the agenda by affirming the great importance of workers' education under the changing conditions of social, economic and technological progress today. If the creative force and the sense of responsibility of workers and their organisations were to be developed fully to meet the challenge of their increasingly important role in modern societies, workers' education must be so necessary be more than a simple dissemination of facts and knowledge: it must be purposeful. In the view of several experts it should aim at arousing the social consciousness of the worker and his solidarity with other workers, and, through committing him to workers' organisations for the defence of common interests, enable him to carry out effectively his functions and responsibilities. It was emphasised that an ultimate aim of workers' education was to improve the conditions of workers, wherever they lived and from whatever state they were in.

8. Other experts emphasised the importance of another aim: the training of the worker as a member of his community and as a citizen of his country and of the world. Workers' education should serve not only to raise the level of living standards of workers but also to enable them to play an active part in the civic life of the community and in the economic and cultural growth of its culture. In the view of some experts, who stressed that education was one and indivisible, workers' education should aim to train the worker as a whole man. It should provide him with the tools and means of expression and stimulate his powers of analysis and judgment which can enable him, together with his fellow men, to seek his own emancipation in the framework of social progress.

9. In discussing the basic aims of workers' education, the Meeting considered not only the broad objectives which may be said to be common and fundamental to all workers' education programmes but also those which applied more specifically to the educational activities of trade unions.

10. The view was expressed that the educational programmes of trade unions should have the broad objectives of (a) enabling their officers and cadres to acquire sufficient knowledge for carrying out effectively their present and potential functions; (b) helping trade union members to understand fully, express their views on the significance of problems and solutions, and to choose and support the representatives; and (c) promoting trade union education of other workers.

11. In this connection it was pointed out that even in countries where the trade union movement was well established there were considerable numbers of workers whose consciousness of social responsibilities needed development and who showed apathy towards the educational and other work of the trade unions. This apathy may, however, be overcome in some cases by convincing the worker that practical results could be obtained by participating in educational activities; the increasing awareness of the rights workers would in turn stimulate his desire for further knowledge. One additional aim of workers' education programmes would thus be the creation of new educational needs.

12. In the course of the discussion on the diverse needs for workers' education, several experts drew attention to the variety of conditions in different parts of the world which deeply affected such needs. The fatalistic attitude towards life and the feudalistic background of many Asian workers meant that they had to be given some education about democratic rights and increased faith in their own efforts. Workers in many areas of Africa, Asia and elsewhere came from poor villages to live in urban slums and the changes from traditional ways of life to the discipline of industrial work and their new surroundings all created special needs for workers' educational activities. In many industrially less developed countries, the need was particularly urgent in developing alert, educated and self-reliant trade unionists for a genuine labour movement not imposed from above and in training a leadership chosen from the ranks rather than from outside the movement.

13. The Meeting considered that relative importance of the various educational needs depended on the conditions prevailing in a country or area and that the scope and content of workers' education programmes should reflect such needs. Several experts were of the view that aspects of literacy education, technical and vocational training, general and cultural education, education of workers in some cases, related to workers' education programmes depending on the specific needs, conditions and possibilities of action in a particular situation. It was recognised that, in these cases, the most appropriate role of workers' organisations lay in stimulating action undertaken by other bodies which had the primary responsibility of providing such types of education and in seeking an effective voice in the policy-making and administrative bodies concerned.

14. It was pointed out that in some countries there was a tendency to expand the scope of workers' education programmes into increasingly wider areas so as to include not only social and economic education but also artistic, ethical and other cultural fields. This was considered by some of the experts to be an inevitable trend in the long run as the need of workers for knowledge increased in proportion to their acquisition of further rights and influence.

15. In examining detailed aspects of the scope and content of workers' education programmes, the Meeting concluded that one of the most important elements in such programmes should be the training of trade union officers, representatives and members in the structure and methods of their organisations, in social legislation and practice concerning their legal rights and obligations, and in basic social and economic questions affecting their interests.

16. Some experts emphasised the importance of including courses for the development of written and oral expression, the workers' participation in meetings and other trade union activities, and of training in methods of personal study, to stimulate their capacity for sustained study.

17. The Meeting emphasised the importance of encouraging workers to develop and participate in the creation and the administration of the appropriate organisations for workers' educational activities. Workers' education was essentially voluntary and it should be carried out mainly by voluntary organisations like the trade unions and not imposed by outside influences alien to the basic objectives of the labour movement.

18. This consideration led the Meeting into a discussion of the conditions for co-operation and co-ordination between various institutions engaged in workers' education. It was recognised that the magnitude of
needs for workers' education and the general scarcity of resources to meet them often required some form of co-operation between organisations engaged in this field, although it was neither possible nor desirable to establish rigid lines of division of labour between the programmes of various bodies. In view of the complexity and multiple facets of workers' education, a certain amount of overlapping between programmes was in some cases to be expected. While it was necessary to take into account all the possible resources available, it was even more essential to ensure that they were utilised effectively and under the proper conditions of co-operation and co-ordination.

19. The Meeting was of the view that the most appropriate institutions for promoting workers' education were organisations of the workers themselves. It recognised that trade unions operating independently or by affiliation with federal working-class bodies established for the sole and specific purpose of workers' education, or in both ways, were essential instruments for the education and training of their own members. When they had to consider outside help, which was sometimes necessary, particularly in the economically less developed countries, their decision should depend on whether the aims of the other organisations were compatible with those of the trade unions and on the content of the education to be conveyed. Another basic condition was that co-operation should be based on mutual acceptance and full agreement as to all aspects of the programme envisaged.

20. It was pointed out that the conditions for co-operation varied according to the historical background and traditional pattern in which workers' education had been provided. In certain countries, for example, workers' educational associations had been created by the trade movement itself and their cooperation with trade unions in providing workers' education had been and continued to be mutually satisfactory. A similar relationship existed between trade unions and co- operatives in the educational field.

21. The trade union education experts participating in the Meeting emphasised that training in strictly trade union subjects was the prerogative of the trade unions themselves. In the broader fields of social and economic education, particularly in certain spheres of general adult education, such as literacy and technical training, the co-operation of other bodies was acceptable and even to be welcomed, subject of course to appropriate conditions. Some of these experts expressed the view that trade union co-operation with governmental bodies in the educational field was possible only when the rights of trade unions were recognised.

22. The importance of workers' education in schools and universities was stressed. The Meeting's discussion on the role of universities in the field of workers' education indicated that in some countries universities had a fruitful experience of collaboration with trade unions but in many other countries workers were suspicious of university efforts in this field. Successful experiences of collaboration between trade unions and universities in workers' education were cited and it was suggested that a healthy climate of such co-operation could be obtained in many cases by constituting a joint policy committee comprising an equal number of representatives of universities, trade unions and other workers' organisations and empowered to determine, or participate actively in determining, the content of programmes and the selection of teachers with due regard to all organisations represented on the committee.

23. Various opinions were expressed at the Meeting concerning the role in workers' education of intellectuals or persons with advanced and formal educational backgrounds. On the one hand, it was thought that academically qualified persons were in many cases not prepared or suitable for undertaking workers' education, even if lacking in formal qualifications but given help and experience, could often make a better contribution than academic people. On the other hand, it was considered that persons with high academic qualifications could contribute greatly to workers' education so long as they were committed to or in sympathy with the cause of labour. The view was also expressed that the labour movement could and should promote the continued intellectual advancement of its members and that mutual impact and education between persons with academic backgrounds of workers and vice versa would reduce the barriers, which were often rather artificial, between the two and serve to advance the development of workers' education.

24. In the course of the discussion on the scope and content of workers' education programmes, the Meeting indicated many suggestions concerning the scope of subjects to be covered by the I.L.O.'s Workers' Education Programme. It was agreed that the scope of these areas should cover all the major subjects with the competence of the I.L.O. and directly related to the professional interests of the workers. The Meeting considered that the content of the various subjects should be based on the research and information work of the I.L.O., as well as the standards established by the Organisation during the past four decades. Several concrete suggestions on this matter have been incorporated in the conclusions which are appended.

Methods and Techniques of Workers' Education

25. The Meeting based its consideration of this item on the report prepared by the Office on the subject. The Meeting expressed the hope that the Office would continue the excellent work begun in this report and in the report dealing with the scope and content of workers' education programmes, and consider the preparation and publication of a series of manuals on various aspects of workers' education programmes, including, particularly, methods and techniques proven to be effective and susceptible of wide application under specific conditions.

26. The Meeting discussed a wide variety of methods and techniques, with indications of the conditions necessary for their successful application. Concrete cases of new methods and techniques were cited and numerous experiences of interest to the Meeting were described by various experts. In view of the manifest interest and value of such international exchanges of experiences and views, the Meeting expressed the hope that the I.L.O. would convene another meeting of experts with the specific purpose of discussion methods and techniques of workers' education.

27. The Meeting emphasised that the use of any particular method, tool or technique in workers' education should be determined with reference to the kind of workers involved, their present and potential responsibilities, their intellectual capacities and their interests, their psychology and motivation and their conditions of work and life, as well as the content of the education to be conveyed and the material and human resources available for the programme concerned.

28. It was also stressed that methods, tools and techniques should always be considered as a means and not as an end in themselves. However important and attractive they may be, they should be used to convey or clarify the educational message and not obscure it. They should encourage and facilitate the personal effort essential to the learning process and not replace it through mechanical means. Films and other audio-visual aids, for example, were educational auxiliaries and the most important aspect in their use was the discussion involved.

29. The Meeting agreed that much useful education could be achieved with workers who could not read or write, through the use of the modern tools of radio, recordings, films, etc. It was pointed out, however, that in the economically less developed countries, the cost of many of these tools was a serious limiting factor and that less costly tools could be developed with imagination and used to meet the immediate needs.
Simple exhibitions, drama and other visual and oral techniques had also been used with advantage with such workers. For new literates there was a need for simple devices as wall newspapers which attracted the interest but also in many other countries. A number of experts courses was subject to serious limitations not only in techniques had also been used with advantage with such simple exhibitions, draina and other visual and oral general, results had proved unsatisfactory except where educational value. Shop meetings and membership meetings were considered to be useful in some cases for educational purposes, particularly in connection with certain subjects, but the limitations and dangers of these methods were also stressed. The Meeting agreed on the usefulness of seven days as an educational device within the undertaking.

31. The relative merits of week-end schools and a long course of weekly lectures, and the conditions under which either or both would be effective, were also discussed. The Meeting recognised the value of long-term residential workers' education, particularly as the educational climax for workers who had successfully passed through short courses at lower levels and who were being trained for leadership in the labour movement. It was pointed out, however, that the long period of absence from trade union duties and other practical considerations presented serious difficulties.

32. The Meeting stressed the importance of providing adequate physical facilities in all kinds of workers' education measures, through the efficient utilisation and arrangement of the equipment and resources available. The Meeting discussed also a number of other questions, such as the education of women and young workers and the domestic problems of workers who wished to participate in week-end and longer courses but who would find it difficult to do so without adequate arrangements for their use. One suggestion was the establishment of one-day mixed schools, which the wife of the worker could attend together with her husband, was cited as a practical measure to meet this problem.

Workers' Education Activities of the I.L.O.

34. The Meeting based its consideration of the third item of the agenda on the report prepared by the Office concerning the workers' education activities of the I.L.O. After examining the work of the Office in this field, the Meeting expressed appreciation of the results accomplished under the I.L.O. Workers' Education Programme during 1956 and 1957. It indicated support of the plans for 1958 and 1959, and, in accordance with the mandate given to it by the Governing Body, made a number of recommendations, which are embodied in the Conclusions of this report.

35. In formulating its recommendations for future action by the I.L.O., the Meeting endeavoured to take into account the need and possibilities of immediate as well as long-term action. There was general agreement that workers' education was primarily the responsibility of organisations of the workers themselves. It was agreed, however, that an organisation like the I.L.O., because of its structure and its fields of competence, could and should make a very valuable contribution to compulsory, adequate, and planned educational activity. There were some aspects of workers' education in which the I.L.O. could do little, there were other areas in which it could, better than any other organisation, make a vital contribution. It was also stressed that, because of its tripartite structure, the I.L.O. could help greatly in the understanding of the advantages of workers' education by all responsible elements of society and in enlisting maximum support for the programmes. The Meeting noted that the presence of workers' representatives within the I.L.O. was in a sense a guarantee that the trade union interests would always be safeguarded in the planning and execution of workers' education programmes.

36. The positive role which the I.L.O. could play in securing the co-ordination of activities and the co-operation of trade union organisations having varying national and international affiliations was also emphasised during the discussion. On the other hand, it was stressed by some experts that it would not be fruitful, at least under present conditions, to try to bring together in one seminar or one congress workers from differing nationalities, as there were sometimes fundamental divergences of opinion between them about the very meaning and aims of workers' education. The Meeting agreed, however, that the I.L.O. could play an important role in promoting in other ways the international exchange of experiences and views among workers' education leaders in different workers' education institutions in their own efforts. It was pointed out by several experts that the universal character of the I.L.O. placed it in a very good position to promote such an exchange. Though political and economic structures might vary there were valid experiences, particularly in the development of methods and techniques, which could be usefully compared. The I.L.O. could assist not only in the collection and dissemination of information but also by holding seminars of an international character on questions of a technical nature.

37. The Meeting agreed that it would be difficult to allocate priorities to various subjects within the I.L.O.'s programme. Priorities would depend on the particular needs of countries and regions and on the requests received. It was generally recognised, however, that over the world there was an urgent need for the training of workers' education leaders and instructors. Though the degree of urgency varied from country to country, the need for improving methods and techniques existed everywhere.

38. There was general agreement that, in order to be fully effective, training should preferably take place on the spot and that training abroad should be limited to specific purposes. Particularly in underdeveloped areas, trade union leaders are badly needed on the spot and cannot be spared for long periods of time.

39. It was further agreed that, next to the training of workers' education leaders and instructors, priority might be given to the development of workers' education tools.

40. The experts emphasised also the need for the follow-up and evaluation of workers' education programmes. It was necessary to make sure that such programmes were being developed on the right lines and yielding the necessary results. Such periodical evaluation could also be useful in finding out whether there was any duplication or waste of efforts.

41. In view of the great variety of approaches used in different countries in the preparation of correspondence courses, there was general agreement that research by the I.L.O. in the development and use of such courses as a method of workers' education could be very useful. The Meeting noted that the workers' education courses which were being published by the I.L.O. could provide the basic material on which correspondence courses on certain subjects might be based.
42. Experts coming from both economically underdeveloped and industrially advanced countries agreed that there is a common need at varying levels for systems of trade union training outside the field of workers' education. They thought that the I.L.O. could make a valuable contribution in this respect particularly as it related to the development and use of methods and techniques.

43. The Meeting was of the unanimous opinion that the needs of the underdeveloped countries should receive particular attention and that, if priorities had to be assigned, those regions where little or no work had been done so far should be given special consideration by the I.L.O. It was suggested in this connection that Africa was one of the regions where the least work in workers' education had been done and that the needs of this region for workers' education were growing rapidly under the impact of economic and social change and development. It was necessary that as African countries industrialised, workers should be given opportunities to understand the new social and economic problems which this progress implied in place of becoming the victims of this progress itself.

44. There was, however, some disagreement as to the advisability of an organisation such as the I.L.O. intervening in the field of workers' education in Africa by opening a workers' education centre on that continent. It was agreed on the one hand that the opening of regional or other workers' education centres was a matter for the trade unions, national and international, themselves. On the other hand it was argued that not all trade unions had the same financial means and that in Africa the unions were still too weak and too poor to undertake such an effort without outside assistance. The Meeting agreed, however, that the I.L.O. could best contribute to the development of workers' education in Africa by giving material support, whether financial or otherwise, to the activities of other workers' educational organisations in the African continent.

45. At a subsequent stage of the proceedings this problem was discussed again with reference to the possibility of organising in Geneva, at I.L.O. headquarters, an international centre to help in the implementation of parts of the workers' education programme. Several speakers expressed this idea on financial grounds as well as on the grounds that in this field trade union international organisations might prefer to co-ordinate the activities of their respective affiliated bodies. On the other hand, they favoured the establishment of a special service at the I.L.O. headquarters which would make available the necessary facilities to the different summer schools, seminars and study groups which took place in Geneva. Similar facilities could be put at the disposal of organisations in underdeveloped areas through the I.L.O.'s existing regional offices and those that may be created in the future. Particular reference was made in this connection to plans for opening a Field Office in Africa. It was suggested that the fullest advantage should be taken of the presence of I.L.O. officials on mission in underdeveloped areas for the purpose of assisting workers' educational efforts in those areas.

46. Other experts argued for the establishment of I.L.O. field centres of workers' education in underdeveloped areas as well as a co-ordinating centre in Geneva, on the grounds that, owing to financial and other factors, the experience and the facilities of industrially developed countries were not readily available to underdeveloped areas and that there was no guarantee that they would be better suited to the problems faced in Africa. In this connection it was stressed that the creation of such facilities in Africa was an essential condition for ensuring social peace in that rapidly changing region.

47. This was the only issue on which there was a vote by show of hands. Four experts voted for a centre in Geneva and nine for a service. As for field action in underdeveloped areas, it was felt that certain facilities could be extended by the I.L.O. regional offices and that in those areas where such offices did not yet exist, it was important to consider the need for establishing practical centres for the fostering of workers' education.

48. The Meeting discussed the difficulties often encountered by workers in securing leave of absence for the purpose of attending workers' education seminars and courses, and stressed the need for legislative action to ensure that the granting of such leave should be obligatory whenever such educational activities are initiated, held under the auspices of or supported by the United Nations or its specialised agencies.

49. In the course of the discussion on the third item on the agenda, the Meeting examined various aspects of the relations between the I.L.O. and other international organisations in connection with their activities in workers' education and related fields. This referred not only to intergovernmental organisations but also to nongovernmental bodies of an international character, such as the International Federation of Workers' Education Associations, the International Co-operative Alliance, and the international trade union organisations.

50. The Meeting emphasised the importance of improving the collaboration and exchange of information between the I.L.O. and those organisations, with a view to reducing any unnecessary duplication of effort and ensuring that their activities complemented each other. Concrete examples of fruitful collaboration were cited not only by some of the experts but also by some of the observers present at the sessions of the Meeting.

51. Observers from the United Nations, U.N.E.S.C.O., then Organisations of the European Economic Community, the European Productivity Agency and the International Bureau of Education indicated to the Meeting the interest of and the part played by their organisations in workers' education and related activities.

52. Mr. Back, of the Secretariat of the United Nations, recalled the interest which his Organisation had in the work of the meeting because education—and therefore workers' education—was one of the fundamental rights embodied in the Declaration of Human Rights. He congratulated the Meeting and the I.L.O. on their work in this field and underlined the importance of educating workers in the basic aims and objectives of the United Nations and specialised agencies. In this regard, he called attention to the facilities obtainable from the United Nations Secretariat and from its regional offices in Europe, Asia, Latin America and, very soon, in Africa.

53. Mr. Lengrand and Miss Harris, of U.N.E.S.C.O., described the work of their Organisation in the fields of adult education and exchange of persons. U.N.E.S.C.O. and the I.L.O. each had their respective missions but their action sometimes met on the practical level. Considering the limitation of their resources a well-balanced dovetailing of their programmes was indispensable, and working arrangements for co-operation and exchange of information were established between the two Organisations.

54. Mr. Frank, of the Organisation of American States, stated that the collaboration between his Organisation and the I.L.O. consisted of a continuous exchange of information pertaining from the stage of programme planning to the implementation of concrete projects. Mr. Frank referred to the work of the O.A.S. in the field of workers' education: technical assistance, the publication of manuals and periodical bulletins on workers' education, the diffusion of documentation, study missions and assistance to trade
unions in their educational activities. When analysing these activities, Mr. Eteven submitted to the Meeting certain preoccupations of his Organisation with relation to the optimum utilisation of the means employed.

56. Mr. Rossello, of the International Bureau of Education, underlined the importance of studies of adult psychology to facilitate its work and, having discussed the assistance of the I.B.E. in this field since this Organisation had conducted certain studies on this question.

57. The experts were of the unanimous opinion that the Meeting had been worth while and that the I.L.O. should consider the possibility of convening a similar meeting at an appropriate time in the near future. It was suggested that in such an event consideration should be given to holding the meeting for a period longer than one week.

58. After discussing a number of amendments the Meeting unanimously approved the following conclusions containing a set of general considerations and a body of recommendations for submission to the Governing Body of the I.L.O.

CONCLUSIONS

I. General Considerations

59. The Meeting of Experts on Workers’ Education has examined very carefully the three reports prepared by the Office to facilitate its work and, having discussed the various aspects of workers’ education, considered it necessary to define the following general considerations as a basis of the recommendations which the Governing Body had asked it to formulate for the future programme of the I.L.O.

60. The growing need for workers’ education to enable workers and their organisations effectively to discharge their social and economic functions and responsibilities constitutes one of the great challenges of our times.

61. The spread of industrialisation, the widening role and responsibilities of the workers, the growth of their trade unions, the impact of technological change and other social and economic developments have created real needs for knowledge and thus given special importance and urgency to suitable educational programmes designed to help workers to develop their capacities and discharge their social and economic responsibilities, to become enlightened members of their trade unions, better citizens and conscientious members of the world community.

62. The impact of the technological age raises the problem of the workers’ contribution to production and the changed situation in regard to leisure as automation develops. In both these aspects of change the trade unions must be encouraged and facilitated, particularly in countries where the labour movement is just beginning to organise itself or to assume new responsibilities.

63. The role and the responsibilities of the workers in the social, economic and cultural fields are growing as a result of the creation and, in fact, the development of workers’ organisations and related institutions—trade unions, workers’ councils, joint works committees, co-operatives, etc.—giving rise to numerous essential needs which must be met by a wide and comprehensive programme of workers’ education. The growing pressure of these needs necessarily influences the scope and content of workers’ education.

64. The role of trade unions today often extends beyond the immediate defence and progressive improvement of working and living conditions of their members. It involves, increasingly, broad social and economic responsibilities which deeply affect not only the industrial sector but sometimes national and international life. The better understanding which generally exists at present of this role of the trade unions in modern society leads to the recognition of the social usefulness of extending and improving programmes of workers’ education.

65. The importance of workers’ education as a means of helping workers better to discharge their social and economic functions and responsibilities is also increasingly recognised by responsible elements in modern society. Workers’ education cannot but benefit society as a whole, by facilitating the growth of a healthy climate of good industrial relations, which is essential for the mutual understanding of the rights and responsibilities of the parties concerned.

66. Workers’ education programmes could not be identical in all parts of the world. They inevitably vary under the influence of factors such as the political and economic structure of the country, its stage of social and economic development, national conditions and culture, living and working conditions, the strength of the trade unions, the level of literacy, the opportunities offered to workers for education, training and promotion and, lastly, the special problems of the various industries or category of workers for whom they are intended.

67. Despite the necessary diversity, workers’ education programmes will have common elements. They must be based on the everyday realities of the worker’s world, his work environment and the relations between employees and the trade unions which take it as a point of consideration both the aspirations of the labour movement and the actual capacity of the workers, and, in this sense, workers’ education is a purposeful undertaking and not merely a dissemination of knowledge and information.

In all cases, the programmes should be adapted with flexibility to their changing conditions and should be tested by the surest guarantee that such programmes will satisfy those fundamental conditions which lie in their being organised and controlled by the interested workers’ organisations and, in any event, in close collaboration with them.

68. In most of the workers’ education programmes of the trade unions one finds two main categories of activity: the first, which relates to the education and functioning of trade unions, and the second is connected with the problems with which trade unions are faced and which they must solve in the course of their action in the defence of the moral and material interests of their members. In each of these categories of educational activity—and sometimes both—trade unions have co-operated with the public authorities, the universities, workers’ educational associations, co-operative organisations, and other institutions, and received and may continue to receive, under certain conditions, supplementary assistance in various forms from the Education Office. Supplementary aid can be extremely valuable to the trade unions, particularly when it is a question of dealing with problems on a technical plane or at the level of teaching which the trade unions are unable to provide with their own means. In such cases the assistance of the International Labour Organisation can be important.

69. Trade union workers’ education programmes should involve simultaneously two tasks: the training of trade union leaders from the rank and file capable of undertaking rapidly the normal and efficient functioning of the movement, and the promotion of education activities for all trade union members. This applies to the trade union movement everywhere but particularly in the cases where the labour movement is just beginning to organise itself or to assume new responsibilities.

70. The gradual decline of illiteracy and the raising of the educational level of the workers generally make it possible to elaborate the social and economic subjects in workers’ education programmes. This evolution should be encouraged and facilitated, particularly in countries with a higher degree of illiteracy because quite often workers’ education programmes in these countries either cannot be developed or are reduced by force of circumstances to the minimum necessary.

It should be recognised that in this field workers’ educational programmes cannot replace the methodical and truly qualified efforts of public authorities, of certain private institutions and of U.N.E.S.C.O., in favour of fundamental education; on the other hand, workers’ education can very usefully complement this effort.
71. Workers' educational programmes should not neglect the need for general culture to help workers to develop their personalities, to enable them to participate really in the cultural life of their nation and to enable them to understand other peoples. Cultural subjects may thus be included in workers' educational programmes.

72. Both workers' education and adult education in general have the fundamental objective of helping the individual to increase his knowledge and to develop all his faculties. However, beyond this common aim it is necessary to take into account their different natures in order to strengthen the effectiveness of the efforts made in the field of workers' education.

73. Against the background of the general considerations outlined above, the Meeting of Experts considers that the International Labour Organisation has a very important role to play in helping workers and their organisations to fulfil with competence and effectiveness the social and economic responsibilities which they have in the modern world. Such responsibilities result from a large extent from the work accomplished by the I.L.O. in the course of nearly 40 years in the elaboration of international standards of working conditions, social security, occupational safety and health, vocational training and guidance, labour-management relations and other aspects of social and economic life.

74. The role of the I.L.O. in the field of workers' education has been defined in principle, firstly, by the constitutional directives which entrust it with the solemn obligation of furthering among the nations of the world programmes which will achieve the assurance of equality of educational opportunity and, secondly, by various decisions of the International Labour Conference and the Governing Body.

75. On the practical plane the I.L.O. has shown, in the course of the years 1956 and 1957, the numerous ways in which it can usefully fulfil its educational role. The Meeting has noted with satisfaction the variety and the value of the activities undertaken during the period, taking into account the modest financial means at the disposal of the I.L.O.

76. The Meeting considers that the orientation given to the programme during the first two years is in accordance with the realities of the labour world in the matter of workers' education and that its diverse elements have contributed towards meeting the most urgent needs, by placing at the disposal of workers and their organisations appropriate and accessible to all regions of the world and to assure the widest possible distribution amongst the trade unions and other organisations engaged in workers' education.

77. The I.L.O.'s Workers' Education Programme should be maintained within the fundamental principles and fields of competence of the I.L.O., its constitutional directives, the constitutionally based standards adopted by the International Labour Conference, and the recommendations of various organs of the I.L.O.

78. The I.L.O.'s Workers' Education Programme, which has already been put into operation, should be expanded to take into account the increasing requests and growing needs throughout the world and, in particular, in the underdeveloped countries, and adequate resources should be made available to it.

80. The publication of the series of courses for workers' education, intended for instructors, discussion group leaders and workers who already have had some training in social questions or who are new literates, should be continued so as to provide workers' education programmes with educational material on the principal subjects falling within the competence of the I.L.O.

81. A new series of documents on the same subjects, but of a more elementary character, should be prepared for the masses of workers who have had no training in social questions or who are new literates.

82. A manual on the methods and techniques of workers' education would be of considerable assistance to trade unions and other organisations concerned with workers education. Consequently, it is desirable that the I.L.O. prepare and publish a manual or manuals of this kind on the basis of the available material and of further studies of the methods and techniques of workers' education.

83. It would be useful to produce the above-mentioned series of workers' education courses, and particularly the elementary pamphlets and the manual, in different languages, in addition to the official languages of the I.L.O., so as to achieve the assurance of equality of educational opportunity and, secondly, by various decisions of the International Labour Conference and the Governing Body.

84. The importance of the training of trade union cadres in the field of workers' education is such that it would be very useful if the Office were asked to publish the information collected and the studies made to analyse the experiences of different countries in the training of trade union officials at various levels.

85. The Office should, in addition to its function as an international centre for the promotion of information on workers' education, to this end, it would be necessary to continue systematically the efforts already made to collect information from various parts of the world and to describe and analyse in the International Labour Review, Industry and Labour, to make available to trade unions and other relevant I.L.O. publications the most useful experiences in order that they may benefit the workers' education movement as a whole. In certain circumstances it may also be useful to publish offprints from the International Labour Review and to consider the publication of roneoed bulletins intended for interested organisations.

86. It would be useful to prepare and publish periodically the bibliography on workers' education, already started by the Office, and to give it as wide a distribution as possible amongst the organizers of workers' educational programmes.
87. With the collaboration of existing institutions in this field, the collection of films, film strips and other audio-visual aids on labour questions, already set up by the Office, should be continuously expanded in order to make it a veritable circulating film library, with branches in the regional field offices and the branch and correspondence offices of the I.L.O., intended for the less developed countries. The Office should publish a catalogue concerning the films and film strips which can be lent by the I.L.O. and the conditions under which the loan may be made.

88. Sound tracks or commentaries in selected languages should be prepared to permit the utilisation of suitable films and film strips which otherwise may be incomprehensible in the numerous underdeveloped countries.

89. It would be useful to publish a brochure on the effective utilisation of films, film strips and other audio-visual aids in workers' educational courses. The brochure should contain suggestions for the use of certain films in relation to given subjects. All selections of these films should take into consideration the varied social and cultural conditions of the different countries.

90. The I.L.O.'s programme should include, if possible each year, in accordance with a carefully prepared plan and in co-operation with other organisations concerned, the organisation, under its own auspices and responsibility, of seminars on particular aspects of workers' education, for the assistance of workers' educational programmes, on the adaptation of methods and techniques to the needs of particular categories of workers (representatives on works councils, members of joint committees, safety representatives, etc.), or the needs of tutors, teachers and discussion leaders, as well as organisers and administrators of workers' educational programmes. With regard to the latter the Meeting recommends the organisation, at the earliest possible date, of a seminar to be attended by persons responsible for workers' educational programmes and with wide experience in this field, one of the themes of the seminar to be the evaluation of the effectiveness and the scope of the I.L.O. programme, particularly in respect of its impact on underdeveloped areas.

The programme should also include the organisation of conferences or seminars in carefully selected regions, in order to give special attention to the needs and problems of these parts of the world where help in workers' education seems particularly urgent. This practice, systematically applied, would have the added advantage of enabling the I.L.O. to ascertain how it could most effectively assist this or the other region.

92. It seems indispensable to develop the scope, content and methods of the programme in such a way as to help and stimulate the educational activities of trade unions and other organisations engaged in workers' education in various parts of the world. Special and constant efforts should be made to place at the disposal of economically underdeveloped countries and regions, with due regard to their special conditions and problems, the fruits of the experience acquired in workers' education in the more industrially developed countries.

93. Within the limits of available resources some assistance, to be defined in each case, should be given to trade union and other organisations which asked for the assistance of the I.L.O. for the preparation and development of their workers' education programmes, for the supply of documentation, for the utilisation of study and training materials, and in some cases, on a trial basis, to persons subject to the competence of the I.L.O., and to the trainees of the regional training centres.

94. Upon request by the government of a country, at the initiative of the workers' organisations concerned or in agreement or consultation with them and, where appropriate, with the co-operation of other organisations, the I.L.O. should give assistance or advice in the preparation and implementation of workers' education programmes.

95. It would be extremely desirable, and such a measure would considerably strengthen the value of the programme, that the Office should give each year, in consultation, wherever possible, with the trade union movement, a certain number of fellowships, of a minimum duration of six weeks, to carefully selected candidates from among members of trade unions and employers' organisations engaged in training activities on the practical plane. These fellowships would permit exchange of knowledge and experience between the labour movements of different countries.

96. It would be necessary to continue and, as far as possible, to intensify the participation of the Office in conferences, seminars, courses and other workers' educational activities organised by the major trade unions and workers' educational organisations, international or national, whenever the assistance of the I.L.O. is requested, in the preparation of this kind of seminars, in the sending of lecturers and discussion leaders, the supply of publications and teaching material, the grant of financial assistance to meet a part of the travelling expenses of participants or other appropriate forms of aid.

97. Experts from both under-industrialised and industrially advanced countries agreed on a point which they considered of cardinal importance, namely that there is a common need at varying levels for research work to be carried out by the I.L.O., and intended for the guidance of trade unions and workers' educational associations throughout the world, in methods and techniques of workers' education. The need was also felt for the development by the I.L.O. of a system for the follow-up and evaluation of the guidance given in the different areas.

98. It would be extremely useful to examine the possibility of organising in Geneva, at the Headquarters of the I.L.O., a service which would provide the different summer schools, seminars and study groups which are periodically organised in Geneva by the I.L.O. with greater facilities than at present, through the more effective utilisation of the resources placed occasionally at their disposal. Such a service would be in a position to receive more holders of workers' education fellowships as well as other fellows than is possible at present. Similar facilities should be made available to organisations in the underdeveloped regions through the regional field offices of the I.L.O. In regions where such field offices do not yet exist, it would be necessary to envisage the creation of regional centres for the promotion of workers' education.

99. Taking into consideration the difficulties workers in some countries may encounter in securing leave of absence to attend seminars and courses extending over a period, the Meeting urges the Governing Body to consider a recommendation to member States that legislative action should be taken to ensure that such leave of absence should be obligatory in cases where educational courses are initiated, organised or supported by the United Nations specialised agencies.

100. Having regard to the fact that one of the objectives of the I.L.O. Programme of Workers' Education is to encourage and foster good industrial and human relations, it would be useful if the educational facilities of the Office be made available to employers and employers' organisations where it is felt that such action will assist in furthering this basic objective.

101. It seems indispensable that a permanent collaboration be established between the I.L.O. and the various international organisations which develop educational activities, such as the Organisation of American States, the International Bureau of Education and the European Productivity Agency.

102. The I.L.O. and U.N.E.S.C.O. should maintain and strengthen increasingly the co-operation which has been established between them within the framework of the agreements which link these two specialised
institutions of the United Nations. A permanent co­ordination of their activities would avoid the risk of overlapping and ensure that the different elements in their respective programmes complement each other without ever being at cross purposes.

Sven-Arne STAHRE,
Chairman.

Appendix

List of Participants

Mr. C.-H. BARBIER, Director of the Swiss Union of Consumers’ Co-operatives, Basle.
Mr. Bernardo COBOS, Deputy Director of Education, Confederation of Mexican Workers, Mexico City.
Mr. John D. CONNORS, Director, Education Department, American Federation of Labor-Congress of Industrial Organizations, Washington, D.C.
Mr. Aäer DELEON, Director of Education and Culture, Confederation of Yugoslav Trade Unions, Belgrade.
Mr. Willy D’HAVE, Director, “Ter Nood” Centre of Studies, International Federation of Christian Trade Unions, Brussels.
Mr. Hans GOTTFURCHT, Assistant General Secretary, International Confederation of Free Trade Unions, Brussels.
Mr. Ernest GREEN, President, International Federation of Workers’ Educational Associations, London.

1 Mr. Robert Telliez, of the World Federation of Trade Unions, who was one of the 18 experts invited, conveyed his regrets to the Director-General and to the Meeting because of his inability to attend owing to illness.

Mr. Leonid KOSTIN, Deputy Director of the Trade Union School, Moscow.
Mr. Raymond LEBESCOND, Education Director, French Confederation of Christian Workers, Paris.
Mr. V. S. MATHUR, Director, Asian Trade Union College, Calcutta.
Mr. Asmy NAWAR, Director of the Popular University, Cairo.
Mr. Jean NINON, Director, Ecole ouvrière supérieure, Brussels.
Mr. Harry NUTT, General Secretary of the British Workers’ Educational Association and of the International Federation of Workers’ Educational Associations, London.
Mr. Gilbert PONGAULT, President, Confederation of Christian Workers in French Equatorial Africa, Brazzaville.
Mr. Sven-Arne STAHRE, Director of Studies, Swedish Workers’ Educational Association, Stockholm.
Mr. Max SWERDLOW, Education Director, Canadian Labour Congress, Ottawa.

Observers:
Mr. Beryl FRANK, Chief, Division of Labor and Social Affairs, Organisation of American States, Washington, D.C.
Mr. Pedro ROSSELLO, Assistant Director, International Bureau of Education, Geneva.
Mr. Jacques ETTEVENON, Member of Trade Union, Section European Productivity Agency, Paris.
APPENDIX IX

Ninth Item on the Agenda: Proposals concerning a Meeting of Experts on the International Classification of Radiographs of Pneumoconioses

1. The budget of the Organisation for 1958, adopted by the International Labour Conference at its 40th Session (Geneva, June 1957) includes a credit for a Meeting of Experts on the International Classification of Radiographs of Pneumoconioses to be held during 1958.

2. The question of the radiological classification of the pneumoconioses comes within the field of the I.L.O.'s activities in respect of the detection and control of pneumoconioses (especially coal-miners' pneumoconiosis and silicosis) and the study of the methods by which these are to be achieved. This subject was closely studied and discussed at the First, Second and Third International Conferences of Experts on Pneumoconiosis organised by the I.L.O. in 1930 (Johannesburg), 1938 (Geneva), and 1950 (Sydney).

3. The proposals submitted by the Director-General in the present note stem from decisions taken by the Third International Conference of Experts on Pneumoconiosis (1950). At this Conference the experts proposed an international radiological classification for certain of the pneumoconioses 1, and recommended its use for a trial period. The experts also recommended that a set of radiographs should be prepared and kept by the I.L.O. as an international standard.

4. The Sydney classification has been used in several countries since 1950, sometimes with slight modifications, and the time would appear to be ripe to examine the results of these years of experience. The establishment and adoption of an international classification of radiographs of pneumoconioses will, among other advantages, facilitate the comparison of statistics between different countries, and the interpretation of radiological data obtained at periodic medical examinations of workers exposed to a risk of pneumoconiosis. The preparatory work for the Meeting is at present being carried out with the collaboration of two consultants, one of whom is concerned more particularly with the study of the pneumoconioses in mines, tunnels and quarries, while the other is dealing with the pneumoconioses encountered in other industries.

Agenda of the Meeting

5. It is suggested that the agenda of the Meeting should be as follows:

I. Establishment of an international classification of radiographs of pneumoconioses.

II. Selection of a set of standard radiographs illustrating this classification.

III. Questions of radiological technique related to the classification.

IV. Related questions.

6. The importance of an international classification of radiographs of pneumoconioses is even greater now that measures for the control of dangerous dusts have been considerably intensified during recent years, as shown in a report recently published by the Office. It would be of particular interest to have comparable and, if possible uniform radiological criteria by which to assess the result of this widespread preventive action. One of the purposes of the proposed Meeting would be to establish these criteria.

7. The selection of a set of standard radiographs illustrating the classification would be of the greatest value in ensuring that it is clearly defined and applied with the greatest possible uniformity.

8. At the proposed Meeting the experts could also be asked for their opinion on questions related to the radiological classification of pneumoconioses (problems of radiological technique, forms of pneumoconioses still little known or presenting special aspects, etc.). They would also be able to indicate how the Office can most usefully pursue its activity in this field.

Composition of the Meeting

9. It is proposed to invite to the Meeting about 15 experts from the following countries: Belgium, France, the Federal Republic of Germany, Italy, Poland, Switzerland, the Union of South Africa, the United Kingdom, the United States and the U.S.S.R. This proposal takes into account the fact that the questions to be considered are highly specialised and that they have been systematically studied only in relatively few countries. It would also be useful to invite representatives of international organisations which are interested in the study of this question. The names of the experts and the organisations which it is proposed to invite to the Meeting will be submitted to the Governing Body at its next session.

Duration, Time and Place of the Meeting

10. The budget for 1958 provides for a meeting lasting 12 calendar days to be held in Geneva towards the end of the year. The Governing Body will be invited at a later stage to fix the date of the Meeting within the general programme of meetings.

Financial Implications

11. The credit provided for this Meeting in the 1958 budget is $6,697.

12. The Governing Body is invited—

(a) to approve the convening, towards the end of 1958 and for a duration of 12 days, of a Meeting of Experts on the International Classification of Radiographs of Pneumoconioses;

(b) to decide that the agenda of the Meeting should be as follows:

I. Establishment of an international classification of radiographs of pneumoconioses;

II. Selection of a set of standard radiographs illustrating this classification;

III. Questions of radiological technique related to the classification;

IV. Related questions;

(c) to authorise the Director-General to submit to the next session of the Governing Body the names of the experts and international organisations to be invited to the Meeting.
APPENDIX X

Tenth Item on the Agenda: Proposals concerning a Meeting of Experts on the Social Implications of Technological Change

1. The Governing Body will recall that the budget for 1958 includes provision of $18,678 for a tripartite meeting on the social implications of technological change. This provision was included in the budget in consequence of resolutions adopted by the International Labour Conference at its 38th Session (1955) concerning the peaceful uses of atomic energy and at its 39th Session (1956) concerning automation. Although the credit has been approved the Governing Body has not as yet taken a decision to convene this meeting.

2. Before submitting proposals in this regard to the Governing Body the Director-General has given careful consideration to the I.L.O. programme as a whole for dealing with the problems of technological change. It will be recalled that the Director-General's Report to the 1957 Session of the Conference analysed the problems which seem likely to arise in connection with the introduction of new technological changes, particularly automation; and the general discussion at the Conference brought out many of the issues and preoccupations of governments, workers and employers. At present it would seem that the need is for a more thorough investigation of specific problems and experiences connected with the introduction of technological changes.

3. The range of issues which might be included under the heading "social implications of technological change" is vast and varied. Experience of the social repercussions of the most recent types of technological innovation, particularly automation, is so far limited. A considerable amount of research and investigation into these questions is now going on in a number of countries. The role of the International Labour Office should, it is suggested, be both to pursue its own studies and to interpret the results of outside investigation and research in terms of the practical problems faced by workers and employers and of the preoccupations of governments in regard to such technological changes.

4. The work of the Office in this field has not progressed sufficiently beyond the stage reflected in the Director-General's Report to the 1957 Session of the Conference to provide as yet a more detailed basis for consideration of specific issues relating to technological change by a tripartite meeting, with a view to the formulation of policy. The Director-General does not therefore wish to propose convening a tripartite meeting on this question during 1958.

5. It is more essential at this stage for the Office intensively to pursue its studies of the problems of technological change. The Director-General proposes that this be done particularly through the following methods:

   (a) Analysis of experience and research with reference to the consequences of new technological changes for employment, training and retraining, conditions of work, labour-management relations, and so forth.

   (b) A number of I.L.O. study missions designed to gain a better understanding of the practical problems arising out of technological changes in selected countries and in selected branches of economic activity.

   (c) Consideration of a further industry-by-industry examination of such questions through the Industrial Committees.

6. The Director-General will bring this question before the Governing Body again at an appropriate later stage.
APPENDIX XI

Eleventh Item on the Agenda: Proposed "Ad Hoc" Meeting on Conditions of Work and Employment of Nurses

1. The budget of the International Labour Organisation for 1958, as adopted by the International Labour Conference at its 40th Session (Geneva, 1957), includes provision for an Ad Hoc Meeting on Conditions of Work and Employment of Nurses to be held in the course of 1958. The provision was based on the assumption that the meeting would be composed of 15 participants, would last six calendar days and would be held in Geneva.

2. At its 137th Session (Geneva, October-November 1957) the Governing Body had before it detailed proposals submitted by the Director-General concerning the above-mentioned meeting. At the request of certain members, the general consideration of these proposals was postponed to the next session, but the Governing Body approved the proposed composition of the meeting in order to enable the Director-General to proceed with the selection of the persons to be invited.

3. The proposals submitted to the Governing Body at its 137th Session concerning the general purposes of the meeting, its agenda and the date and place are accordingly reproduced below.

General Purposes of the Meeting

4. With the expansion of health and medical services, the problems of conditions of work and employment of nurses have become urgent in many countries. Substantial progress has been made in improving these conditions in a number of countries, especially since the last world war. It would now appear urgent to consider the matter at the international level. While the World Health Organisation has dealt with certain questions concerning the training of personnel and organisation of health services, problems of conditions of work and employment are within the competence of the I.L.O. and national and international organisations of health personnel have repeatedly urged the I.L.O. to take action in this field.

5. In this connection it may be recalled that the first proposal that this question should be studied in the I.L.O. originated with the Advisory Committee on Salaried Employees and Professional Workers at its Second Session (Geneva, 1952).

6. The proposed meeting would be the first step in such action. The expert advice and guidance which could be obtained from such a meeting would help the Office to establish definite and detailed policies on the problems involved.

Agenda of the Meeting

7. In the light of the information given in paragraph 4 it is suggested that the agenda of the proposed meeting should be as follows:

I. Employment situation (shortage of nurses, the influence of marriage on employment, part-time employment, etc.)
II. Conditions of work (including the contract of employment, remuneration and social security).
III. Economic and social status of professional nurses and of auxiliary personnel.
IV. Recruitment (including counselling and placement services).

Date and Place of the Meeting

8. It is proposed to hold the meeting for six calendar days during September or October 1958, the exact date to be fixed in connection with the general programme of meetings. The budgetary provision made for the meeting is based on the anticipation that it would be held in Geneva.

Financial Implications

9. The budget for 1958 includes a credit for the meeting sufficient to cover the expenses of participants from the 15 countries approved by the Governing Body at its 137th Session.

10. The Governing Body is invited—
(a) to approve the agenda of the "Ad Hoc" Meeting on Conditions of Work and Employment of Nurses as set forth in paragraph 7 above;
(b) to decide that the meeting shall be held in Geneva for six calendar days during September or October 1958, the exact date to be fixed in connection with the general programme of meetings;
(c) to take note that the Director-General will submit to the Governing Body at its next session a list of the persons to be invited to the meeting.

Requests from Non-Governmental Organisations for Representation by Observers

II. The Director-General has received requests for representation at the Ad Hoc Meeting on the Conditions of Work and Employment of Nurses from six non-governmental organisations, as follows:

International Federation of Unions of Employees in Public and Civil Service;
International Federation of Christian Trade Unions of Employees of Public Services and P.T.T.;
World Medical Association;
International Committee of Catholic Nurses;
International Council of Nurses;
League of Red Cross Societies.

It will be noted that the first two are trade union organisations, associated respectively with the International Confederation of Free Trade Unions and the International Federation of Christian Trade Unions.

12. The requests of these six non-governmental organisations were submitted by the Director-General to the Officers of the Governing Body for examination. Having satisfied themselves as to the interest of these organisations in the subject matter of the meeting and the technical contribution that they could make to it, the Officers recommend to the Governing Body that the International Federation of Unions of Employees in Public and Civil Service, the International Federation of Christian Trade Unions of Employees of Public Services and P.T.T., the World Medical Association, the International Committee of Catholic Nurses, the International Council of Nurses and the League of Red Cross Societies should be invited to be represented by observers at the Ad Hoc Meeting on the Conditions of Work and Employment of Nurses.

1 Austria, Brazil, Canada, Chile, Egypt, France, India, Japan, Liberia, the Philippines, Sweden, Turkey, the U.S.S.R., the United Kingdom and the United States.
APPENDIX XII

Twelfth Item on the Agenda: Twenty-eighth Report of the Committee on Freedom of Association

SUPPLEMENTARY NOTE

This report, which was adopted by the Governing Body at its fifth and sixth sittings, is not reproduced here. The text will be found in Official Bulletin (Geneva, I.L.O.), Vol. XLI, 1958, No. 3, pp. 242-310.

Letter to the Director-General of the International Labour Office from Mr. A. Arutiunian, Representative of the U.S.S.R. Government on the Governing Body

This letter is not reproduced here, the Governing Body having postponed consideration of it to its 139th Session.1

1 See above, Minutes of the Sixth Sitting, p. 41.

APPENDIX XIII

Thirteenth Item on the Agenda: Report of the Committee to Review the Programme of I.L.O. Conferences and Meetings

No document was submitted to the Governing Body concerning this item on its agenda.
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 procedure.

The second report and the relevant documents containing the budget estimates for 1959 are published in the report on financial and budgetary questions submitted to the 42nd Session of the International Labour Conference; the text is therefore not reproduced here.¹

ANNEX

Proposal of the Government Representative of the U.S.S.R.

With a view to a more appropriate and efficient utilisation of the resources of the Organisation, which it is possible to bring about with the present budget and without increasing it, such utilisation not only not restricting but even permitting an extension of the usual scale of activity of the I.L.O. for the defence of the interests and the improvement of the conditions of employment and life of the workers, the Governing Body decides—

(1) to extend the present system of paying the expenses of persons attending the general and regional conferences of the Organisation (i.e. payment of travel costs and daily allowances) to the expenses of the representatives of States Members in those organs of the I.L.O. in which those countries take part which express a wish to do so, and also to the payment of the expenses of members and substitute members of the Governing Body in the Employers' and Workers' groups;

(2) to liquidate the practice of sending delegations of the Governing Body to sessions of the various organs of the I.L.O. and United Nations and also to restrict—reducing them to the strict minimum—the expenses connected with missions by members of the Office staff;

(3) and therefore, in accordance with paragraphs 1 and 2 above, to review the appropriations in the expenditure budget for 1959 and not to include the above-mentioned appropriations in future budgets, and to use the funds thus released for the operational activities of the I.L.O. connected with the defence of the interests of the workers in the States Members and for technical assistance for underdeveloped countries and also with a view to extending the activity of the Industrial Committees.

APPENDIX XV

Fifteenth Item on the Agenda: Report of the Committee on Industrial Committees

1. The Committee on Industrial Committees met in Geneva on 6 March 1958, under the chairmanship of Mr. Sauerborn.

2. The Committee on Industrial Committees considered the Note on the Proceedings of the Sixth Session of the Iron and Steel Committee (Monterrey, October 1957).

3. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to communicate the reports, resolutions and other conclusions adopted by the Iron and Steel Committee at its Sixth Session to governments, informing them that the Governing Body did not express any views on the content thereof and inviting them to transmit these documents to the employers' and workers' organisations concerned.

4. In the resolution (No. 47) concerning the promotion of safety in the iron and steel industry, the Committee set out a certain number of principles and suggestions for the guidance of governments as well as of employers and workers in ensuring efficacious accident prevention measures in steel plants and the promotion of safety in the iron and steel industry.

5. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to draw the special attention of governments and through them of employers' and workers' organisations to resolution No. 47.

6. In paragraphs 9 and 10 of the operative part of resolution No. 47 the Committee recommended, on the one hand, international co-operation in respect of accident prevention (a) between the various countries in the I.L.O. and (b) between the I.L.O. and other international organisations, both governmental and non-governmental, and, on the other hand, that the I.L.O., within the framework of its existing safety programme, should intensify its activities relating to occupational safety and health, and keep under review the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry.

7. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to take such action as he considers appropriate and reasonable within the framework of the general programme of work of the Office to give effect to the wishes expressed by the Iron and Steel Committee in paragraphs 9 and 10 of the operative part of resolution No. 47.

8. The Memorandum (No. 48) concerning conditions of work and social problems in the iron and steel industry in countries in the course of industrialisation contains some suggestions addressed to governments, employers and workers, and the Governing Body is invited to communicate this memorandum to the governments of States Members of the International Labour Organisation with the request that it be transmitted to the government agencies and employers' and workers' organisations concerned.

9. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to draw the special attention of governments of countries in the course of industrialisation to memorandum No. 48 with the request that it be transmitted to the government authorities and employers' and workers' organisations concerned.

10. In the suggestions (No. 49) concerning the effect given to the conclusions adopted at previous sessions of the Iron and Steel Committee, the Governing Body is invited to express its thanks to the governments for the information supplied for the Sixth Session of the Iron and Steel Committee. With regard to four texts adopted at previous sessions, namely resolution No. 25, resolution No. 30, the model statistical table No. 35 and conclusions No. 42, the Governing Body is invited (a) to suggest to those governments which did not supply information for the Sixth Session that they supply information for the next session; and (b) to invite those governments which supplied information for the Sixth Session to bring up to date the information previously provided, should there be any new developments to report. Finally, the Governing Body is invited to instruct the Office to include in the General Report to be prepared for the next session further information on resolutions Nos. 19, 24 and 41.

11. The Committee on Industrial Committees recommends that the Governing Body approve the proposals made by the Iron and Steel Committee concerning the conclusions adopted at previous sessions as set out in paragraph 10 above.

12. In the resolution (No. 50) concerning a reduction of hours of work in the iron and steel industry without reduction of income, the Governing Body is invited to note that the Iron and Steel Committee would welcome action by the International Labour Organisation which would bring nearer a solution to the problem of achieving a reduction of working hours in the iron and steel industry. To this end, the Governing Body is invited (a) to consider the advisability of recommending that employers' and workers' organisations in various countries examine by collective negotiation the problem of a reduction of working hours without reduction of income, and that governments should assist by such means as are appropriate to their national practice; and (b) to bear in mind the importance of this problem to the iron and steel industry when considering the action to be taken in the light of the discussions at the 42nd Session of the International Labour Conference.

13. The Committee on Industrial Committees recommends that the Governing Body take note of the wishes expressed by the Iron and Steel Committee in resolution No. 50.

14. In the resolution (No. 51) concerning future sessions of the Iron and Steel Committee, the Governing Body is invited, when considering items for the agenda of future sessions of the Iron and Steel Committee, to give special attention to the social and economic problems arising out of the general development of the industry and the increasing use of modern techniques in the iron and steel industry.

15. The Committee on Industrial Committees recommends that the Governing Body take note of resolution No. 51 and bear it in mind when considering the agenda for future sessions of the Iron and Steel Committee.

16. In the proposals (No. 52) concerning the agenda for the Seventh Session of the Iron and Steel Committee, the Governing Body is invited to consider including in
the agenda for the Seventh Session of the Iron and Steel Committee two of the four subjects proposed by the Committee. The Committee on Industrial Committees deferred until a later session consideration of this agenda.

17. The Committee on Industrial Committees noted the interest shown in the holding of sessions of Industrial Committees in general, and of the Iron and Steel Committee in particular, in the industrial centres of one or another of the States Members of the Committee concerned. It therefore appreciated the fact that the Mexican Government had made it possible for the Sixth Session of the Iron and Steel Committee to be held in a Latin American country.

18. The Committee on Industrial Committees recommends that the Governing Body express its gratitude to the Mexican Government for the steps taken to enable the Sixth Session of the Iron and Steel Committee to be held in Monterrey.

19. Referring to a situation which had arisen during the Sixth Session of the Iron and Steel Committee, Mr. Fennema inquired whether under article 21, paragraph 4, of the Standing Orders for Industrial Committees a request for deputy membership of a subcommittee was receivable when the applicant had not been appointed by the group to which he belonged. At his request particulars were given of the precedents for invoking the paragraph in question. Mr. Fennema expressed the opinion that the paragraph did not apply to cases such as the one to which he had referred.

II. Tripartite Technical Meeting on Mines Other Than Coal Mines


21. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to communicate to governments the reports and conclusions adopted by the Tripartite Technical Meeting on Mines Other Than Coal Mines, informing them that the Governing Body did not express any view on the content thereof and inviting them to transmit these documents to the employers' and workers' organisations concerned.

22. In the resolution (No. 1) concerning accident prevention in mines other than coal mines, the Meeting made a number of suggestions for action in the various countries. In the view that accident prevention in mines other than coal mines is of common interest for all the parties concerned and that co-operation between governments and employers' and workers' organisations can be fruitful in improving safety in mines other than coal mines.

23. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to draw the attention of governments to the suggestions made in resolution No. 1.

24. In paragraph 15 of resolution No. 1 the Meeting expressed the wish that the International Labour Organisation should assist in international co-operation in the field of accident prevention by collecting and publishing all regulations concerning safety and health in mines other than coal mines, with a view to working out a series of recognised Codes with the ultimate object of developing model codes.

25. In paragraph 16 of the same resolution it is recommended that the I.L.O. draw up a draft form for registering occupational accidents in mines other than coal mines, based, on the one hand, on the forms used in the various countries and, on the other hand, on the results of the work undertaken within the framework of the European Coal and Steel Community.

26. The U.S.S.R. Government member stressed the urgency of the problems dealt with in paragraphs 15 and 16 of resolution No. 1 mentioned above, and expressed the wish that the proposals concerned should be examined at the following session of the Governing Body.

27. The Committee on Industrial Committees recommends that the Governing Body defer until a later session consideration of the proposals referred to in paragraphs 24 and 25 above.

28. In the resolution (No. 2) concerning machinery for wage fixing and wage protection the Meeting invited the Governing Body to request the governments of States Members of the I.L.O. to transmit the resolution to the government agencies and employers' and workers' organisations concerned.

29. In the memorandum (No. 3) concerning industrial relations in mines other than coal mines the Meeting invited the Governing Body to request the governments to transmit the memorandum to the employers' and workers' organisations concerned.

30. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to draw the attention of governments to the resolution of the Meeting referred to in paragraphs 28 and 29 above.

31. In the operative part of the resolution (No. 4) concerning minimum age of admission to work underground and the regulation of employment of young persons in underground work in mines of all kinds, the Meeting invited the Governing Body to consider the possibility of placing on the agenda of an early session of the International Labour Conference the question of the regulation of the employment of young persons in underground work in mines of all kinds, with a view to the adoption of an international instrument concerning—

(a) the minimum age of admission to work underground in mines of all kinds; and

(b) the regulation of employment of young persons in underground work in mines of all kinds.

32. The Committee on Industrial Committees recommends that the Governing Body take resolution No. 4 into account when it considers the questions which might be placed on the agenda of an early session of the International Labour Conference.

33. In paragraphs 1 and 2 of the operative part of the resolution (No. 5) concerning continuous consideration of the social and economic problems in mines other than coal mines, the Meeting invited the Governing Body—

(a) to consider the possibility of arranging a further tripartite technical meeting in order to continue the consideration of the social and economic problems above.

(b) to consider the possibility of providing continuous consideration and study of these problems by whatever means may be suitable, including the placing on the agenda of the International Labour Conference of appropriate items, the establishment of committees of experts on suitable items and studies carried out by the International Labour Office.

34. In respect of these requests the Director-General had invited the Committee on Industrial Committees to recommend that the Governing Body—

(a) defer until a later session consideration of the requests of the Meeting referred to in paragraph 33 above; and

(b) request the Director-General to prepare meanwhile a document concerning possible ways of giving effect to these suggestions, taking account of the general programme of work of the Office.

¹ The text of the conclusions adopted by the Tripartite Technical Meeting on Mines Other Than Coal Mines will be printed forthwith in the Official Bulletin of the International Labour Office.
35. During the consideration of resolution No. 5 the Employers' members observed that the suggestions contained in the resolution were intended to give the Tripartite Technical Meeting on Mines Other Than Coal Mines a permanent status. They were opposed to this idea which, in their opinion, was contrary to the Governing Body's decision to authorise only a single meeting. They considered that it would be better for the Office to focus its attention and resources to other more worthwhile activities. They proposed therefore that no effect be given to the requests contained in resolution No. 5.

36. The Australian, United States and United Kingdom Government members stated that they were prepared to accept the Director-General's suggestion contained in paragraph 34 (a) above. On the other hand, they were opposed to the second suggestion, contained in paragraph 34 (b), which in their opinion tended to put the Tripartite Technical Meeting on Mines Other Than Coal Mines on a permanent basis. The United Kingdom Government member suggested that the text contained in paragraph 34 (b) should be amended in such a way as to refer only to paragraph 33 (b). The text should read as follows: "request the Director-General to prepare meanwhile a document concerning the extent to which effect might be given to the suggestions contained in paragraph 33 (b) above, taking account of the general programme of work of the Office."

37. By 45 votes to 0, with 24 abstentions, the Committee on Industrial Committees decided to recommend that the Governing Body defer until a later session consideration of the requests of the Meeting referred to in paragraph 33 above.

38. By 42 votes to 27, with no abstentions, the Committee on Industrial Committees decided to recommend that the Governing Body request the Director-General to prepare meanwhile a document concerning the extent to which effect might be given to the suggestions contained in paragraph 33 (b) above, taking account of the general programme of work of the Office.

39. In paragraph 3 of resolution No. 5 the Meeting requested the Governing Body to give consideration to a more specific definition of the mines other than coal mines industry.

40. The Employers' members and the United States Government member considered that, for the reasons given by them in the discussion on paragraphs 1 and 2 of the operative part of resolution No. 5, it was not appropriate that effect should be given to this request.

41. The Workers' members expressed the opinion that, considering the decision referred to in paragraph 38 above, it was only logical that the Director-General should be requested to supply the Governing Body also with the data necessary for a more precise definition of the mines other than coal mines industry.

42. By 45 votes to 3, with 24 abstentions, the Committee on Industrial Committees decided to recommend that the Governing Body defer until a later session consideration of the request of the Meeting referred to in paragraph 39 above.

43. By 42 votes to 27, with no abstentions, the Committee on Industrial Committees decided to recommend that the Governing Body request the Director-General to provide the Governing Body, when submitting the document referred to in paragraph 38 above, with the information needed for drawing up a more precise definition of the mines other than coal mines industry.

44. In the resolution (No. 6) concerning a reduction of hours of work in the mining other than coal mines industry, without reduction of income, the Governing Body was invited—

(a) to consider the advisability of recommending that employers' and workers' organisations in the various countries examine, by collective negotiations, the problem of the reduction of working hours without reduction of income and that governments should assist by such means and to such extent as would be appropriate to their national practice; and

(b) to bear in mind the importance of this problem to the mines other than coal mines industry when considering the action to be taken in the light of the discussion at the 42nd Session of the International Labour Conference.

45. The Australian Government member observed that the Australian Government delegate at the Tripartite Technical Meeting on Mines Other Than Coal Mines had voted against this resolution for a number of important reasons, notably because his Government thought it was inappropriate that the problem of working hours should be considered separately for a particular industry; in these circumstances it was impossible for him to support resolution No. 6. The United Kingdom Government member concurred with the objections of the Australian Government member. He suggested, with the support of the Government of the United States, that it should be recommended that the Governing Body simply take note of the resolution concerned.

46. The Workers' members, although they could not accept the view that the question of working hours should not be considered for a particular industry, stated that they accepted the proposal made by the United Kingdom Government member.

47. The Committee on Industrial Committees recommends that the Governing Body take note of the suggestions made by the Meeting in resolution No. 6.

48. The Committee on Industrial Committees further took note of various resolutions relating to mines other than coal mines industry, when considering the action to be taken in the matter and stressed that the request of the Meeting referred to in paragraph 38 above, as soon as possible, with a view to arriving at some form of agreement providing for minimum conditions of employment for the dockworkers in the ports in question.

49. On the occasion of the 137th Session of the Governing Body the Committee on Industrial Committees gave preliminary consideration to the action to be taken in connection with the resolution (No. 71) concerning inter-port competition, adopted by the Inland Transport Committee at its Sixth Session (Hamburg, March 1957). In this resolution the Governing Body invited the Director-General by the Miners' International Federation and the Miners' Trade Unions International to take the necessary steps for convening a tripartite regional conference for the Continental North Sea ports as soon as possible, with a view to arriving at some form of agreement providing for minimum conditions of employment for the dockworkers in the ports in question.

50. The Committee on Industrial Committees has now considered the matter further. The Government member for the Federal Republic of Germany and the Netherlands Employers' member considered that the question did not fall within the competence of the Inland Transport Committee as it was not a matter of common concern to all countries represented on the Committee. They expressed the view that the European Economic Community was more qualified to deal with this subject on a regional basis which had already been taken by the I.L.O. Action should be postponed until such time as developments within the framework of the Community were known.

51. The Workers' members felt that there could be no objection to governments being consulted. They doubted whether the European Economic Community would take any action on the matter and stressed that, in any case, the workers would not have the same position in meetings connected with that organisation as in meetings held under the auspices of the I.L.O. Action on a regional basis had already been taken by the I.L.O. in several fields. The Belgian Government member thought that it was undesirable to leave for consideration by other organisations problems which fell within...
the competence of the I.L.O.; further, the views of governments should not be prejudged. On the other hand the United Kingdom Government member felt that, as the governments concerned had already clearly stated their position during the discussions at the Sixth Session of the Inland Transport Committee, no useful purpose would be served by consulting governments further.

52. By 35 votes to 27, with 6 abstentions, the Committee on Industrial Committees recommends that the Governing Body postpone further consideration of the desirability of taking steps for convening a tripartite regional conference for the Continental North Sea ports.

IV. Programme of Meetings

Agenda of the Seventh Session of the Coal Mines Committee.

53. The Committee on Industrial Committees had before it the proposals of the Director-General concerning the agenda of the Seventh Session of theCoal Mines Committee. In the light of the suggestions which were discussed by the Coal Mines Committee at its Fifth and Sixth Sessions and taking account of a request made by the Executive Committee of the Miners' International Federation, the Director-General was of the opinion that the two technical items for the agenda of the Seventh Session of the Committee could be selected from among the following:

- Hours of work in the coal mining industry;
- Labour-management relations in the coal mining industry;
- Principles and methods of wage determination in the coal mining industry.

54. The United States Government member said that in the opinion of his Government a session of the Coal Mines Committee should take place only when there was a real need to examine problems which were particular to the mining industry and which called for an urgent solution. He felt that the item proposed for the agenda of the Seventh Session were not particular to coal mines but were of concern to industry in general. Consequently, he expressed the opinion that it was inadvisable to discuss this agenda and, supported by the Employers' members, he requested that consideration of this matter be deferred until the next session of the Governing Body. After discussion, the Committee on Industrial Committees decided by 36 votes to 27, with 3 abstentions, to examine the above proposals.

55. The Committee on Industrial Committees agreed to recommend that principles and methods of wage determination in the coal mining industry should be included as one of the technical items on the agenda of the Seventh Session of the Coal Mines Committee.

56. As regards the other technical item the Workers' members expressed their preference for the question of hours of work, particularly since they had been informed that the Miners' International Federation attached special importance to this problem. They pointed out that the only action proposed on this question was a single discussion on the items proposed for the 42nd Session of the Committee. They also pointed out that the report submitted to the Governing Body on hours of work had contained a suggestion that the question could be referred to Industrial Committees. On the other hand, the Employers' members strongly opposed the inclusion of hours of work in the agenda. They emphasised that this question would be the subject of a general discussion at the 42nd Session of the International Labour Conference, and that the Coal Mines Committee could not be asked to examine the same question before the results of the general discussion at the International Labour Conference were known. The Committee on Industrial Committees decided by 39 votes to 27, with no abstentions, against the inclusion of the question of hours of work in the agenda of the Seventh Session of the Coal Mines Committee.

57. The question of labour-management relations in the coal mining industry was then discussed. The Employers' members stated that, although they would have preferred the inclusion of the question of dust suppression and prevention in the agenda, they would nevertheless accept an item concerning labour-management relations. They were, however, of the opinion that the examination of human aspects of labour-management relations within the enterprise would be of greater importance than a study of the industrial relations machinery. The Workers' members felt that the Committee would be unable to study human problems arising at the level of the undertaking without also examining the more general aspects of labour-management relations in the industry. With the object of reconciling the views of both Employers' and Workers' members, the United Kingdom Government member suggested that the item should read as follows: "Labour-management relations in the coal mining industry, with emphasis on the human aspects of relations within the enterprise." This proposal was agreed to by the Committee on Industrial Committees.

58. Consequently, the Committee on Industrial Committees recommends that the agenda of the Seventh Session of the Coal Mines Committee be as follows:

I. General Report, dealing particularly with—

(a) action taken in the various countries in the light of the conclusions adopted at previous sessions of the Committee;

(b) steps taken by the Office to follow up the studies and inquiries proposed by the Committee;

(c) recent events and developments in the coal mining industry.

II. Principles and methods of wage determination in the coal mining industry.

III. Labour-management relations in the coal mining industry, with emphasis on the human aspects of relations within the enterprise.

Agenda of the Sixth Session of the Building, Civil Engineering and Public Works Committee.

59. The Committee on Industrial Committees had before it a document in which it was invited to submit to the Governing Body proposals concerning the agenda of the Sixth Session of the Building, Civil Engineering and Public Works Committee.

60. The Employers' members proposed that consideration of this agenda be postponed until the next session of the Governing Body, in order that they might proceed to consultation on the various items suggested. The Workers' members did not agree with this proposal: they requested that consideration be given to least some of the items which had been suggested, and in particular to those concerning which agreement might be reached without too much difficulty. This would enable the Office to get ahead with the preparation of the reports.

61. By 39 votes to 27, with no abstentions, the Committee on Industrial Committees decided to postpone, until the next session of the Governing Body, consideration of the agenda of the Sixth Session of the Building, Civil Engineering and Public Works Committee.

Agenda of the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers.

62. The Employers' members requested that consideration of this item be deferred, as it did not appear to be urgent. In any case, they questioned whether the proposed item on automation in offices was suitable for the agenda of the Advisory Committee since it was a question that affected only highly developed countries, and the membership of the Advisory Committee included a number of economically underdeveloped countries; they therefore expressed the wish that the Office should reconsider the proposed agenda. The Workers' members were opposed to the deferment of the item.
63. By 36 votes to 27, with 3 abstentions, the Committee on Industrial Committees decided to defer consideration of the agenda of the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers until its meeting in connection with the 139th Session of the Governing Body.

V. Composition of Industrial Committees:
Applications from the U.S.S.R.

64. The Committee on Industrial Committees had before it three letters addressed to the Director-General in which the U.S.S.R. Government representative on the Governing Body put forward the request of his Government for membership of the eight Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers. In his letters he had referred to the data drawn up by the U.S.S.R. showing the importance which this country attached to the work of the Committees in a spirit of international co-operation. It was therefore desirable that the U.S.S.R. should become a full member of the Committees, and the representative of the U.S.S.R. hoped that its application would be sympathetically considered.

65. The Committee on Industrial Committees recalled that, whereas in an earlier period the Governing Body had examined each application from States Members and had granted membership in the various Committees, where appropriate, it had decided at its 127th Session (Rome, June 1955) that the membership of the Committee should be fixed. However, it had also been provided that periodic reviews of the membership of these Committees would subsequently be undertaken. Since then certain States Members had applied to become members of one of these Committees, i.e. the Petroleum Committee, and the Governing Body at its 131st Session (Geneva, October-November 1955) had decided to postpone consideration of these applications until the next general review of the membership of the Industrial Committees. Further, the Governing Body set up at its 132nd Session (Geneva, October-November 1955) a Committee to make a review of all aspects of I.L.O. conferences and meetings (other than the annual Conference and the Governing Body) and to report thereon to the Governing Body.

66. In view of these circumstances the Committee on Industrial Committees had to decide whether to wait until the next general review before considering the application from the U.S.S.R. or whether to take it into consideration immediately.

67. The U.S.S.R. Government member expressed the opinion of his Government that it was desirable that the application should be considered at the present session. The request from the Government of the U.S.S.R. showed the importance which this country attached to the work of the Industrial Committees. To examine the merits of the application would not be inconsistent with the decision taken by the Governing Body at its 131st Session (Geneva, June 1956) a Committee to make a review of the I.L.O. conferences and meetings (other than the annual Conference and the Governing Body) and to report thereon to the Governing Body.

68. At the request of an Employers' member the Representative of the Director-General confirmed that, in conformity with the decision taken by the Governing Body, the next general review of the membership of the Industrial Committees could take place either in 1958 or in 1959. It was true that the Governing Body had provided that this review would as a rule be undertaken after an interval sufficient to enable each of the Committees to have held two sessions since the previous review, but the Governing Body had added that the reviews would in any case be undertaken at intervals of four or five years. However, the Governing Body had not provided that reviews should take place automatically; it was therefore for the Governing Body, when it considered that the opportune moment had arrived, to give the necessary instructions to the Director-General.

69. The United States Government member expressed the opinion that the Governing Body's decision at its 137th Session to postpone the applications of various countries for membership of the Petroleum Committee until the next review was undertaken should also apply in the present case.

70. The United Kingdom Government member added that it would be desirable to hold over all new applications until the next general review, in fairness to the countries which had unsuccessfully applied for membership of Industrial Committees in 1954.

71. The Australian Government member, supported by the United Kingdom Government member, added that it would also be desirable to await the report of the Committee appointed to make a review of the I.L.O. conferences and meetings because the recommendations of the Committee might have an influence on the composition of the Committees in question.

72. The Employers' members pointed out that, in view of the fact that another general review was to take place, complications might arise if new applications were disposed of at present without taking into account the wishes of governments whose applications were not accepted in 1954.

73. In reply to an inquiry from the U.S.S.R. Government member as to when the date for the next review would be announced, the Chairman of the Committee indicated that this was a matter for the Governing Body itself to decide.

74. By 69 votes to 3, with no abstentions, the Committee on Industrial Committees decided to recommend that the Governing Body postpone consideration of the applications of the U.S.S.R. for membership of the eight Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers until the next review of the membership of the Industrial Committees.

75. The U.S.S.R. Government member expressed the view that the Committee should recommend that the Governing Body agree to undertake this review at its next session either in May or November 1958, and that it instruct the Director-General to prepare, for the next session of the Governing Body, a plan for the review of the membership of the Industrial Committees. The Representative of the Director-General explained in reply to a question that the procedure for the review of the membership of the Industrial Committees would take some time because it would be necessary to invite the
governments to indicate the Committees in which they desired to participate and then to prepare the supporting information for submission to the Governing Body. At the first stage, therefore, the Director-General could only submit to the Governing Body a purely preparatory document. The U.S.S.R. Government member indicated that this was what he had intended, his object being that the general view of the membership of the Industrial Committees take place during the session of the Governing Body to be held in November 1958.

76. The Chairman concluded that the Governing Body would be able to consider this matter, if it so desired, on the basis of the discussion summarised in the present report.

VI. Standing Orders for Industrial Committees: Receivability of Draft Resolutions

77. At its 132th Session the Governing Body was informed of the difficulties of application raised by article 15 of the Standing Orders for Industrial Committees and by paragraph 9 of the Document for the Guidance of Industrial Committees, which concern the receivability of draft resolutions submitted to Industrial Committees on matters not covered by one of the technical items on the agenda of the Committee concerned.

78. On the recommendation of the Committee on Industrial Committees, the Governing Body decided not to modify the provisions of article 15 of the Standing Orders for Industrial Committees, which provides that the receivability of such draft resolutions should be considered by the Governing Body delegation and the two vice-chairmen of each session.

79. The Committee on Industrial Committees had decided to give further consideration to other points concerning the receivability of draft resolutions at the present session. For this purpose, it had before it a document prepared by the Office.

80. The first point concerned the desirability of clarifying paragraph 9 of the Document for the Guidance of Industrial Committees. The Director-General, on the basis of a note of 17 October 1957 which he had received from the Minister of Labour and National Service of the United Kingdom and taking account of the various opinions previously expressed in the Committee, had suggested that a new draft on the following lines might be considered:

As indicated in article 1 of the Standing Orders for Industrial Committees, the agenda for each session of the Industrial Committees is determined by the Governing Body, resolutions on subjects not covered by one of the technical items of the agenda should not go beyond the scope of the Industrial Committees, as explained in this document, and should not contain such detail as to constitute placing a further item on the agenda. Further guidance with regard to the nature of the conclusions which may be adopted is given in paragraph 14 of this document.

81. The Employers’ members expressed the view that this new draft would not improve paragraph 9 and that the difficulties raised by the interpretation of this paragraph would, in fact, be increased rather than resolved. Its effect would also be to widen the scope of the draft resolutions which would be receivable. Already the Industrial Committees sometimes devoted more time to the examination of these general resolutions than to the discussion of the points which the Governing Body had specifically placed on their agenda.

82. The Workers’ members said that although they were not entirely satisfied with the text they would be prepared to accept it if it was clearly understood that the reference to “detail” was concerned with the substance itself of the resolutions in question. In any case, the reference to “detail” was concerned with the substance already placed on their agenda.

83. The United Kingdom Government member, although recognising that the text drafted by the Director-General took account of most of the ideas expressed by his Government, considered that the effect of referring to paragraph 14 of the Document for the Guidance of Industrial Committees would be to modify the entire meaning of the proposed text. This was because paragraph 14, as he saw it, dealt with the resolutions concerning the technical items on the agenda of the session and referred, in particular, to suggestions for application by employers’ and workers’ organisations for consideration of governments. On the other hand, the United Kingdom Government, in its communication of 17 October 1957, suggested specifically that draft resolutions calling for action by governments should not be receivable unless they dealt with matters which were the subject of that part of the General Report dealing with recent events and developments in the industry under consideration. He therefore suggested adding to the text in paragraph 80 above that the resolutions referred to in subparagraphs (a) and (b) of paragraph 14 of the Document for the Guidance of Industrial Committees should not normally be receivable when they concerned questions other than the technical items on the agenda, and then only if they dealt with matters considered in the part of the General Report referred to above.

84. The Australian Government member expressed the view that an additional sentence which had also been suggested by the Director-General might meet the problem referred to by the United Kingdom Government member. The sentence was as follows:

Draft resolutions calling for action by governments on subjects not covered by one of the technical items should not normally be adopted unless they deal with matters covered by the Office report on Item 1 (c) of the agenda.

The United Kingdom Government member considered, however, that this sentence was not sufficiently definite.

85. In conclusion, the Committee on Industrial Committees decided, by 39 votes to 27, with no abstentions, to recommend that the Governing Body replace the text of paragraph 9 of the Document for the Guidance of Industrial Committees by the following text:

As indicated in article 1 of the Standing Orders for Industrial Committees, the agenda for each session of the Industrial Committees is determined by the Governing Body. Draft resolutions on subjects not covered by one of the technical items of the agenda should not go beyond the scope of the Industrial Committees as explained in this document, and should not contain such detail as to constitute placing a further item on the agenda. Further guidance with regard to the nature of the conclusions which may be adopted is given in paragraph 14 of this document.

86. On the other hand, the Committee on Industrial Committees decided, by 30 votes to 18, with 24 abstentions, not to add to this text the additional sentence mentioned in paragraph 83 above, as proposed by the United Kingdom Government member, seconded by the Australian Government member. Similarly, by 27 votes to 22, they decided not to recommend the adoption of the additional sentence suggested by the Director-General and reproduced in paragraph 84 above.

87. The Committee on Industrial Committees also considered whether it would be desirable for the Governing Body delegation and the vice-chairmen at each session of an Industrial Committee to make their reasons known to the author of the draft and to the full Committee when they decided, in accordance with article 15 of the Standing Orders for Industrial Committees, that a draft resolution was irreceivable.

88. The Employers’ and Workers’ members of the Committee were agreed that it would be desirable for this to be done, on condition, however, that the statement made to the authors of draft resolutions which...
had been declared irreceivable, or to the full Committee, should not be the subject of debate.

89. The Australian Government member expressed the view, however, that it was not desirable to provide that the "Committee of Five" should give reasons to the full Committee for its decisions.

90. Subject to this reservation, the Committee on Industrial Committees recommends that the Governing Body add to the Document for the Guidance of Industrial Committees a sentence providing that the Governing Body delegation and the two vice-chairmen of each session of an Industrial Committee, when they consider, in application of article 15 of the Standing Orders for Industrial Committees and on the basis of paragraph 9 of the said Document, that a draft resolution is irreceivable, shall make their reasons for this decision known to the author of the draft resolution and to the full Committee, but that this statement shall not be the subject of debate.

91. Finally, the Committee on Industrial Committees considered whether it was desirable to fix a definite time by which such draft resolutions should be handed in. It was noted that it had become the custom for the Steering Committees of the various Industrial Committees and similar Committees to invite the delegates to hand in to the secretariat, by a certain time, all draft resolutions which did not come within the terms of reference of one of the Subcommittees, and that experience had shown that the observance of such a time limit greatly facilitated the consideration of these draft resolutions.

92. The Employers’ members of the Committee on Industrial Committees expressed the view that if the spirit of co-operation on this question continued it would not be necessary to adopt specific regulations on this point. The Workers’ members emphasised that it was desirable for the Steering Committee at each session to allow sufficient time for handing in the draft resolutions in question.

93. The Committee on Industrial Committees concluded that it was not necessary to present recommendations to the Governing Body on this point. The Employers’ members requested that this matter be considered again when, at a future date, the Standing Orders for Industrial Committees had to be amended.

VII. Other Questions

Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers: Communication from the International Federation of Christian Trade Unions of Salaried Employees, Technicians, Supervisory Staffs and Commercial Travellers.

94. The Committee on Industrial Committees had before it a note in which reference was made to several resolutions adopted by the Committee of the International Federation of Christian Trade Unions of Salaried Employees, Technicians, Supervisory Staffs and Commercial Travellers at its 10th Session (Versailles, September 1957), which were addressed to the Governing Body. In the first of these resolutions, which were adopted following the Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers, the Governing Body is invited to re-examine the problem of the structure of the Advisory Committee. A second resolution calls on States Members of the Organisation to apply fully the Freedom of Association and Protection of Rights to Organise and Collective Bargaining Convention, 1949. Finally, in three other resolutions, the Committee of the Federation asks that the intellectual and social rights of social inventors, the social conditions of commercial travellers and the employment problems of women salaried employees and professional workers should be the subject of studies either by the Advisory Committee or by special meetings.

95. The Committee on Industrial Committees recommends that the Governing Body take note of the information contained in the above paragraph.

Wage Protection and Legal Liability of the Crew in Inland Navigation.

96. The Committee on Industrial Committees had before it a note explaining that the International Institute for the Unification of Private Law in Rome is engaged on the preparation of a proposed draft convention concerning the limitation of the liability of the shipowner in inland navigation and on the revision of the convention on the registration of inland navigation vessels, rights in rem over such vessels and other cognate questions, adopted in 1930 under the auspices of the League of Nations. The resulting texts would be submitted to the Economic Commission for Europe of the United Nations.

97. By letter of 18 September 1957 the Secretary-General of the Institute, at the suggestion of its Study Committee appointed to deal with the unification of river law, invited the International Labour Office, under the arrangements for co-operation between the two organisations, to study the problems raised by these drafts and to forward its observations.

98. The Office forwarded certain observations as an unofficial contribution to a discussion held by the Institute in January 1958. The problems which arise in connection with these proposed draft conventions call for the consideration of certain general issues such as the extent to which members of the crew and other persons serving in the vessel may be legally liable for compensation in the event of certain cases of accident or loss, as well as problems relating to the protection of any claims workers may have in respect, for instance, of wages and employment injury compensation.

99. The Committee on Industrial Committees recommends that the Governing Body take note of the considerations which arise in connection with wage protection and legal liability of the crew in inland navigation, and that it invite the Director-General to pursue his inquiries into the questions involved in relation to transport workers in general.

Sauerborn, Chairman.
APPENDIX XVI

Sixteenth Item on the Agenda: Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

I. The Committee on Standing Orders and the Application of Conventions and Recommendations met on Friday, 7 March 1958, under the chairmanship of Mr. Wallin.

Choice of Conventions and Recommendations on Which Reports under Article 19 of the Constitution are To Be Requested in 1959

2. As in previous years, the Committee was called upon to decide on its proposals to the Governing Body concerning the choice of instruments on which governments should be requested to supply in 1959 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 or to be given to certain unratified Conventions and to certain Recommendations. In making its decision the Committee followed the general principles laid down by the Governing Body in 1951, i.e. that the reports requested for any given year should be grouped around a given subject and that the total number of reports should be limited so as not to place an undue burden on the national administrations responsible for drawing up the reports and the committees responsible for examining them.

3. The Committee decided that the subject chosen for the 1959 reports should be employment of children and young persons in industrial undertakings, a question regarding which no reports under Article 19 of the Constitution have as yet been requested. The Committee therefore recommends that the Governing Body request States Members to submit for 1959 under Article 19 of the Constitution reports on the following five instruments:

- Minimum Age (Industry) Convention, 1919 (No. 5);
- Minimum Age (Industry) Convention (Revised), 1937 (No. 59);
- Night Work of Young Persons (Industry) Convention, 1919 (No. 6);
- Night Work of Young Persons (Industry) Convention (Revised), 1948 (No. 90);
- Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77).

The Committee makes this recommendation on the definite understanding that the choice of five Conventions should not constitute a precedent in so far as the total number of instruments to be included in future requests is concerned; in deciding to recommend the inclusion of five instruments on this occasion the Committee was influenced by the fact that two of the Conventions included are revisions of two of the other Conventions included and cover substantially the same ground.

4. During its discussions the Committee also considered the possibility of requesting reports under Article 19 of the Constitution in respect of the Conventions dealing with forced labour and, in particular, of the Abolition of Forced Labour Convention, 1957 (No. 105). The Committee felt, however, that it would be preferable to postpone such a request until the time laid down by Article 19 of the Constitution for the submission of Conventions and Recommendations to the national competent authorities (12, or in certain cases, 18 months) had expired in respect of this instrument and until a number of reports on its application were available, under Article 22, from States which have ratified it. The Committee learned with interest in this connection that this Convention had already received a sufficient number of ratifications for it to come into force. The Committee expresses the hope, therefore, that the Director-General, when making his proposals as regards the choice of instruments regarding which reports under Article 19 are to be requested for 1960, would take account of the fact that many members of the Committee attach particular importance to the Conventions relating to forced labour.

M. WALLIN, Chairman.
Seventeenth Item on the Agenda: Report of the Technical Assistance Committee

APPENDIX XVII

1. The Technical Assistance Committee met on 7 March 1958 under the chairmanship of Mr. Hauck. The Committee held two sittings and considered an agenda comprising five items.

Administration of the Operational Programme and Progress Report on the Operational Programme for 1957

2. In view of the close inter-relation between the first two items on the agenda, the Committee decided to consider conjointly the two reports submitted in respect of these items. The latter document gave more detailed information on the work done in 1957 which could be taken as supplementing the general survey of the evolution of the operational programme contained in the former document.

3. In the course of a general discussion it was recognised that the financial situation of the Expanded Programme was becoming even more strained, in that stability or even a slight increase in the volume of contributions was more than offset by the increase in the number of countries seeking to benefit under the programme, the increased cost of services and other factors. This, combined with the overriding need to sustain action at an appropriate level on essentially long-term projects, left little scope for introduction of important new projects and little flexibility generally. The year-by-year basis of financial allocations also proved hampering to intelligent planning and execution.

4. In the same general context a number of members of the Committee drew attention to the relatively small share of the I.L.O. in the Expanded Programme (which did not exceed 11 per cent. of the total allocations to the participating organisations) and expressed the hope that, with the continuance of country programming procedures and in the light of the real achievements of the I.L.O. programme, the situation in this regard would evolve favourably.

5. In response to a request for clarification the Deputy Director-General described the kinds of expenditure chargeable respectively to project costs, operational services costs and administrative costs. He went on to draw attention to the large-scale support given to the operational programme by the permanent staff of the Office at all levels and in virtually all divisions and services; this indispensable support, though not readily measurable, would obviously amount to a major contribution if expressed in financial terms.

6. In reviewing operational activities under the I.L.O. regular budget the Committee noted the paucity of the resources hitherto made available, both in comparison with the corresponding regular programmes of other organisations and in relation to the scope and need for action. In this connection the Committee noted that the economic emphasis of the Expanded Programme, under which resources equivalent to some two-fifths of the resources of its regular budget were allotted to the I.L.O.; made it important to safeguard the social objective of the Organisation and to protect the programme against imbalance. Several members of the Committee urged that consideration be given to a substantial increase against imbalance. Several members of the Committee of the Organisation and to protect the programme resources of its regular budget were allotted to the

7. Turning from financial to organisational and procedural questions, the Committee noted that the frequent meetings of the Technical Assistance Board had contributed to improved co-ordination and to better working relations between the participating organisations; while it could not be said that difficulties relating to competence and conflicts of interest had been altogether eliminated, the situation appeared by and large to be satisfactory and there were gratifying examples of inter-agency co-operation in the field, of which the Andean Indian programme was an outstanding illustration.

8. The gradual expansion of the T.A.B. network of field offices was noted as a significant development. While these offices were judged to be doing good and useful work (though not uniformly so) both in terms of services rendered to the organisations and in terms of country programme planning, it was felt that they were not in all cases fully equipped for their important tasks and must be strengthened in certain respects in order to become more fully effective.

9. With regard to programme evaluation, the Committee noted that in respect of the 1957 programme an attempt has been made to appraise a technical segment of the work done rather than, as in the previous cases, a geographical segment. At the same time practical steps had been taken to co-ordinate this exercise with that currently being conducted by T.A.B. in respect of the Expanded Programme as a whole. The evaluation gave a clear and objective picture of work and work problems in the broad field of manpower organisation (including vocational training). The Committee noted that the report to be submitted to it next year on 1958 operations would contain either a similar appraisal of another technical field or an over-all appraisal on a technical basis. References were made by members of the Committee to the special role, in the evaluation of technical assistance work, of the governments receiving assistance. The suggestion was also made that advantage might be taken of visits of Governing Body delegations to various countries, for example in connection with conferences, to arrange for such delegations to inspect field projects.

10. It was noted that the Office was contemplating measures for wider distribution of declassified final reports on technical assistance projects. In this connection it was suggested that, in view of the importance of the activities reported on, all suitable steps consistent with the safeguarding of any matters of a confidential nature be taken to make available the gist of the reports even prior to their declassification.

11. One question of significance which arose in the course of the discussion concerned the conditions which must obtain in a country receiving assistance (more particularly long-term assistance in the creation of new permanent institutions) in order that the work begun might be successfully pursued after the withdrawal of the assistance. It was pointed out by the Deputy Director-General that to give effective support to a project during its existence (through, for example, counterpart staff, material facilities, capital outlay on buildings, plant and the like), as many beneficiary governments were doing, was not in itself a sufficient guarantee of successful continuation. It was necessary that the government concerned should have at its disposal a qualified national staff willing to continue as public servants. Unfortunately, in most underdeveloped countries public service salaries compared very unfavourably with salaries for comparable qualifications and experience in the private sector. Until public service conditions could be so reorganised as to permit govern-
ments to attract and retain on a career basis the services of outstandingly qualified men, the consolidation of technical assistance projects could not be regarded as assured.

12. Comments and suggestions were made on recruitment policy and procedure, in the light of the experience of a number of countries in providing or receiving the services of experts. The importance attached by the Office to the human qualities as distinct from the technical capacities of experts was endorsed, as was the attention paid in the briefing of experts to the culture and customs of the country of assignment.

13. The Committee decided to record its appreciation of the initiative taken by the Office in proceeding to a general review of the evolution of the operational programme and in making available to the Committee in a report of more than ordinary interest the results of this exercise. While this report confirmed that many difficulties continued to beset the programme it was felt that these difficulties were being confronted in a spirit of realism, that the standard of operations had been steadily improving and that there were good grounds for confidence in the management of the programme.

Operational Programme for 1958

14. The Committee noted that the I.L.O. basic share of the 1958 approved Category I programme under the Expanded Programme of Technical Assistance amounted to $3,516,000 (field projects, including local costs assessments, $3,015,665; operational services, $281,090; administrative costs, $219,245), and that this amount would be increased slightly by reallocations from preceding years and by allocations from the Contingency Fund. At the same time it was noted that the actual resources for 1958 were likely to fall slightly short of the planning figures reflected in the approved programme and that this, taken in conjunction with the increased mean cost of experts and instructors resulting from the recent revision of the conditions of service of project personnel, would militate against complete implementation of the programme. There was no appreciable modification in the I.L.O. share of the total resources. The 1958 programme was characterised by the complete integration of all contributed currencies, as also by some increase in recourse to expert services and some corresponding diminution in provision for fellowships and equipment. Geographically there was some increase in the provision for assistance to Africa, but the broad balance between regions as well as the distribution of resources between technical fields had undergone no major alteration.

15. The Committee took note of the information put before it concerning operational activities foreseen under the 1958 regular programme, which included a European Regional Training Course on Radiation Protection in Industry for which the United Kingdom had offered to act as host. This would be the first I.L.O. group training activity in this important new field.

United Nations Special Projects Fund

16. The Committee had before it a document which it noted had likewise been submitted to the International Organisations Committee. It was understood that the International Organisations Committee would give consideration to Part III of this document, which dealt with possible organisational arrangements for the Special Fund; attention was accordingly devoted more especially to Part II, which discussed the possible contribution of the I.L.O. to the achievement of the purposes of the Fund.

17. The decision of the General Assembly to establish, as an expansion of the existing technical assistance and development activities of the United Nations and the specialised agencies, a special fund for the provision of systematic and sustained assistance in certain basic fields was generally welcomed. It was agreed that, whatever the organisational arrangements that might be devised and whatever the resources actually made available, the I.L.O. had a significant part to play in furthering the purposes of the scheme, more particularly by action on a more massive scale than the resources of the Expanded Programme of Technical Assistance had permitted in such fields as manpower assessment and organisation, vocational training of all kinds, management training and productivity improvement. It was likewise recognised that the establishment of the Special Fund would offer great scope for inter-agency co-operation on broad projects executed under long-term planning arrangements, and that this was one of the essential advantages of the Special Fund over the Expanded Programme in its present form. Such co-operation could be effective at the regional or subregional level as well as at the country level.

18. Though in view of the simultaneous consideration of this subject by the International Organisations Committee no detailed examination was made of the Conclusions contained in Part IV of the document under reference, general agreement was expressed with the principles embodied in these Conclusions.

Other Questions

19. A brief discussion was held on the periodicity of the meetings of the Committee. It was recognised that it was materially impossible to distribute in good time for the February-March session of the Governing Body a progress report on the preceding year's work, since much of the financial and other information included in the progress report could not be assembled until the year was over. Accordingly it was agreed to recommend to the Governing Body that the Technical Assistance Committee, while continuing to meet in connection with the February-March session, should also meet in connection with the autumn session for consideration of the report on the preceding year's work.

20. Since the 1957 report had been considered on the present occasion this arrangement would take effect as from the autumn session of 1959, at which the 1958 report would be considered. It was, however, agreed to recommend further that the Committee be convened in connection with the autumn session of 1958, by which time further information would be available on the Special Projects Fund. A comprehensive report on the Andean Indian programme would be submitted to the Committee on the same occasion.

21. The Technical Assistance Committee emphasised the great interest with which it had examined the reports laid before it and expressed its thanks to the Office, in particular for a most valuable general review of the I.L.O.'s technical assistance activities.

Henry Hauck,
Chairman.
Eighteenth Item on the Agenda: Report of the International Organisations Committee

1. The International Organisations Committee met on 8 March 1958 in connection with the 138th Session of the Governing Body. In the absence of the Chairman, Sir Guildhaume Myrdin-Evans, Mr. Delaney, Workers' Vice-Chairman, presided over the sitting.

Proposed Communication from the Governing Body to the Economic and Social Council concerning Co-ordination and Concentration of Effort

2. The Committee had before it the draft of a proposed communication from the Governing Body to the Economic and Social Council concerning development and co-ordination of the economic, social and human rights programmes of the United Nations and the specialised agencies as a whole. The Governing Body, at its 137th Session (October-November 1957), had invited the Director-General to prepare such a draft on the basis of the discussion which had taken place at that session on this question.

3. The Committee felt that the draft presented to it could usefully be shortened, mainly by deleting the description of the Economic and Social Council resolutions in response to which the communication had been prepared, since members of the Council were clearly familiar with the content of these resolutions. It was accordingly agreed to make these deletions and other drafting changes which, without affecting the substance, would shorten the text of the communication.

4. The United States Government member felt that the draft did not appear to reflect fully the spirit of co-operation with the Economic and Social Council which the Director-General had expressed at the previous sitting of the Governing Body.

5. In connection with paragraph 8 of the draft (now paragraph 4) one member questioned the desirability of including details of the majorities by which the budget of the I.L.O. had been adopted in recent years. The Committee recognised, however, that the processes by which the I.L.O. managed its finances were not widely known, and importance was attached to retaining this factual record of the exceptionally large measure of support for the financial management of the I.L.O. Apart from minor drafting amendments it was agreed not to modify paragraph 8, which might, if necessary, be further considered by the Governing Body itself.

6. In connection with paragraph 13 of the draft (now paragraph 12), the United States Government member questioned whether the statement quoted from the Declaration of Philadelphia that "representatives of workers and employers, enjoying equal status with those of governments, join with them in free discussion and democratic decision with a view to the promotion of the common welfare" represented a commitment by all Members who had accepted the Constitution not only to each other but also to a particular segment of the population. While it was stated on behalf of the Workers' members that they regarded the terms of the Constitution as a commitment to them, the Committee agreed that this reference to commitments of governments towards their workers and employers was unnecessary for the purpose of the communication, and it was agreed to delete it.

7. The United Kingdom Government member expressed the desire that the wording of paragraph 24 of the draft (now paragraph 23), concerning the feasibility of incorporating forecasts of long-term trends of the I.L.O. programme in the consolidated report called for by the Economic and Social Council, should be somewhat amended in order to avoid creating the impression that the I.L.O.'s attitude was not fully co-operative, and to ensure a more receptive response by stating clearly the extent to which the I.L.O. was prepared to co-operate with the Council.

8. The United States Government member felt, on the other hand, that the incorporation of the forecast of I.L.O. programmes into the consolidated report was feasible and that, moreover, it would be inappropriate for the I.L.O. to comment, in the manner suggested in paragraph 24 of the draft, on the methods which the Economic and Social Council should adopt in order to make a general appraisal of the consolidated report.

9. The United Kingdom Government member proposed a redraft of this paragraph which was generally accepted by the Committee, with the exception of the United States Government member who recorded his abstention.

II. United Nations Special Projects Fund

10. The text of the draft communication, including all the modifications agreed to by the Committee, is submitted for the approval of the Governing Body.1

11. This communication, which is to be addressed by the Governing Body to the Economic and Social Council, is confined to questions of general principle. In addition, and on the basis of the general principles laid down by the Governing Body, detailed technical information on the orientation, character and scope of main programmes to be developed by the I.L.O. in the years immediately ahead is to be presented to the Council at a later date. A preliminary draft providing an indication of the nature and character of this information was submitted to the Committee. It was agreed that consideration of this draft should be deferred.

1 United Nations Special Projects Fund

12. The Committee had before it a document dealing with the proposed establishment by the United Nations of a Special Fund to supplement the existing arrangements for the financing of economic development. This document contained the decisions of the United Nations General Assembly on the question and an outline of the possible contribution of the I.L.O. towards the achievement of the purposes of the Fund. In addition, the particular attention of the International Organisations Committee was drawn to a general statement of the views on organisational arrangements which the Director-General proposed to lay before the Preparatory Committee established by the General Assembly to define the scope and the administrative and operational machinery to be recommended for the Special Fund.

13. Several Government members indicated that the policy of their countries regarding the scope and machinery of the Special Projects Fund was still under consideration, and that they therefore could not commit themselves in respect of this matter.

14. The Committee agreed to recommend the Governing Body—
(a) to emphasise the importance which it attached to paragraph 3 of the Assembly resolution setting up the Special Projects Fund which provides that "the fullest use should be made of the existing machinery of the United Nations, the specialised agencies (including the existing international financial institutions) and the Expanded Programme of Technical Assistance"; 
(b) to note that the Director-General proposed to put before the Preparatory Committee the views concerning the possible contribution of the I.L.O. to the achievement of the purposes of the Fund and concerning organisational arrangements contained in Annex A. The United States Government member reserved his position regarding this decision.
15. The Indian Government member drew the Committee's attention to the specific fields in which he thought the Special Projects Fund should have the effect of reinforcing the efforts of the I.L.O. These included management training, vocational training for non-manual programmes and consequently economic development equipment supplied for use in connection with I.L.O. workers, agriculture, and co-operatives. The Committee's attention to the specific fields in which he emphasised the importance which it attached to training programmes. Lack of equipment resulting from shortage of foreign currency tended to hold up the I.L.O. programmes and consequently economic development as a whole.

European Convention concerning Social Security for Migrant Workers
16. The Committee took note of the information before it in regard to the recent signature of the European Convention concerning social security for migrant workers and the steps to be taken for the Convention's implementation. The Italian Government member expressed his Government's appreciation of the valuable contribution which the I.L.O. had made to the preparation of the Convention, and expressed the hope that appropriate measures could be taken to speed up the preparation of the administrative arrangements for the application of the Convention, in order that it might enter into force as soon as possible.

Proposed Agreement with the League of Arab States
17. The Committee examined the proposed agreement which the Director-General and the Secretary-General of the League of Arab States had agreed to submit for approval to the Governing Body and the Council of the League. This agreement had been prepared as the result of negotiations which the Committee, at its last sitting, had noted would be undertaken by the Director-General in response to the invitation of the League of Arab States.
18. The Committee agreed to recommend the Governing Body to approve the proposed agreement (which is reproduced in Annex B) and, if it is regarded as equally satisfactory to the Council of the League of Arab States, to authorise the Director-General to sign it together with the Secretary-General of the League.

Relations with the Western European Union
19. The Committee agreed to recommend the Governing Body to take note of the arrangement concluded between the Director-General and the Secretary-General of the Western European Union (which is reproduced in Annex C), and to grant the Director-General the necessary authority to invite observers from the Western European Union to participate in I.L.O. meetings whenever their agenda included questions of mutual interest to the two organisations.

20. The Committee noted the general information papers submitted to it. In response to a request for information on the debates at the Extraordinary Session and at the 12th Ordinary Session of the United Nations General Assembly with respect to the credentials of the Hungarian delegation, it was agreed that a paper would be submitted to the Committee at its next meeting.

Request from the Committee of Ministers of the Council of Europe
21. By a letter dated 10 February 1958 the Director-General and the Secretary-General of the Council of Europe to inform the Governing Body that the Committee of Ministers of the Council had decided to propose to the Governing Body, in accordance with article 3 of the Agreement between the two organisations, to convene a European regional conference of a tripartite character to examine the draft Social Charter elaborated by the Social Committee of the Committee of Ministers.
22. In the discussion of this request, during which there was general support for the convening of the conference, it was recalled that at its 130th Session (Geneva, November 1955) the Governing Body had noted with interest a resolution adopted in July 1955 by the Consultative Assembly of the Council of Europe suggesting that the draft European Social Charter should be submitted, for an opinion, to a tripartite regional conference, convened by the I.L.O. and composed of representatives from countries which are Members both of the I.L.O. and of the Council of Europe, and had stated that, should the Committee of Ministers endorse that suggestion, the Governing Body would not fail to give it sympathetic consideration.
23. The Belgian Government member expressed the view that any European regional instrument in the social field should reach a level higher than that of the international labour Conventions.
24. The Committee decided to recommend the Governing Body to agree to convene, in accordance with article 3 of the Agreement between the I.L.O. and the Council of Europe, a European conference of a tripartite character composed of two Government representatives, one Employers' representative and one Workers' representative from each country which is a Member of both the I.L.O. and the Council of Europe, to examine the draft European Social Charter elaborated by the Social Committee of the Committee of Ministers.
25. The Committee further recommends the Governing Body—
(a) to agree that in the letter of convocation mention should be made of the fact that the conference is held at the request of the Committee of Ministers of the Council of Europe and also of the fact that the draft European Social Charter to be submitted to the conference has its origin in a proposal made by the Consultative Assembly in its Recommendation No. 107 (1957).
(b) to agree to extend an invitation to the Organisation for European Economic Co-operation to participate in the proposed conference;
(c) to agree that the conclusions of the conference should be simultaneously transmitted to the Governing Body and to the Committee of Ministers of the Council of Europe (and to the Council of O.E.E.C. if that Organisation were to participate).
26. With regard to the agenda, the Committee felt that consideration of the proposed Social Charter would fully occupy the conference and that it would therefore be impossible to include in the agenda other items which at this stage did not urgently call for consideration. The Committee therefore recommends the Governing Body to agree that the agenda of the conference should consist of the examination of the draft European Social Charter.
ANNEX A

Proposed Statement by the Director-General to the Preparatory Committee of the United Nations Concerning the Special Projects Fund

Resolution 1219 (XII) adopted by the General Assembly of the United Nations on 14 December 1957, which provides

A. The Secretary-General of the Council of Europe concerning

B. The General Assembly requests the Director-General of the International Labour Office to forward his views and suggestions concerning the proposed Special Projects Fund to the Preparatory Committee established by that resolution.

2. The following comments and suggestions are submitted in response to this invitation. They relate to—

(a) the nature and extent of the contribution which the International Labour Organisation can make to the achievement of the purposes of the proposed Special Projects Fund;
(b) the general relationship between the proposed Special Projects Fund and existing technical assistance programmes;
(c) the nature of the organisational arrangements which would facilitate the most effective co-operation between the International Labour Organisation and the proposed Special Projects Fund;
(d) the manner in which the fullest use should be made of the existing machinery of the International Labour Organisation and the Expanded Programme of Technical Assistance in connection with the proposed Special Fund;
(e) the relationship between the creation of the proposed Special Fund and the present arrangements for the financing and administration of the existing Expanded Programme of Technical Assistance.

The Possible Contribution of the I.L.O. to the Achievement of the Purposes of the Fund

3. In promoting higher standards of living in underdeveloped countries the establishment of the Special Fund should have the effect of reinforcing the efforts of the I.L.O. Shortages of skilled workers and supervisors and of executives trained in modern management techniques are two of the major obstacles to the raising of living standards in underdeveloped countries. By making possible an increase in the scale and effectiveness of certain kinds of technical assistance, which is essential to ensure that the benefits of technical assistance projects in the fields of manpower assessment and development are not to develop later on, it will be necessary for the Development Conference to determine promptly what types of skills are likely to be in the greatest demand as a result of the development programme and to inquire how appropriate training can be instituted.

Assessment and Development of Manpower Resources

4. Although the I.L.O. has done much to assist the less developed countries in assessing and developing their manpower resources in relation both to economic development planning generally and to the development of specific industrial sectors of the economy, most governments have not been able to tackle the problem of manpower utilisation in all its aspects.

Manpower Availabilities and Requirements

6. There is a growing appreciation of the fundamental contribution that can be made to surveys of national resources by the quantitative and qualitative assessment of manpower availabilities and requirements. By limitations in financial resources and the necessity of budgeting from year to year, most of the activities that have been undertaken to date have been based on the basis of limited manpower surveys which have not produced the basic information on the size and character of the labour force necessary to ensure full and long-term development. A comprehensive analysis of human resources—the effectiveness with which they are being used, the areas of probable future shortages, the prospects of adequate returns on investment, etc.—is a major project in itself. It is clear that only with an extended period of time can the achievement of the desirable objectives in this aspect be fully achieved. In the United Kingdom, for example, projects undertaken in 1954 have not yet been completed. These projects have been in the nature of pilot surveys and have served to consolidate and carry forward the work already undertaken. In order to provide for an exchange of information and for the establishment of employment information programmes was followed up in 1958 with short missions of advisory assistance in an effort to consolidate and carry forward the work already undertaken. In order to provide for an exchange of information and for the establishment of employment information programmes, the Director-General of the International Labour Office, acting under the Expanded Programme of Technical Assistance only with the greatest of administrative force necessary to ensure that the benefits of technical assistance projects in the fields of manpower assessment and development are not to develop later on, it will be necessary for the Development Conference to determine promptly what types of skills are likely to be in the greatest demand as a result of the development programme and to inquire how appropriate training can be instituted.

Vocational Training

8. Although as much as 50 per cent. of the total resources that have so far been expended on both short-term and long-term programmes of economic development have been spent in the field of vocational training, the needs are so great, and the financial resources of governments so limited, that planning of training programmes in the individual countries has had to be on the basis of implementing only certain
aspects of total training requirements, and even then without the certainty of continuation over a period of several years. This has the effect that projects have to be planned to give some concrete but limited results quickly, whereas more extended programmes would have enabled more fundamental achievements to be encompassed. For these reasons it is felt that, if assistance is provided under the Special Funds, the opportunity should be taken to set up more comprehensive training projects based upon short-term and long-term elements of a manpower programme to assist the government in carrying out a programme of capital development, including institutional, apprenticeship and other forms of in-plant training.

9. The work of the I.L.O. in the field of vocational training has encompassed a broad range of training activities including the training of youth to skilled worker level, the training of instructors and of training officers, accelerated and up-grading vocational training and the training of supervisory personnel. The lack of competent instructors, particularly in the under-developed countries, has proved to be a serious handicap in the development of training programmes for young persons, and adults and the I.L.O. has given major attention to this problem as the key to multiplying results in terms of total numbers trained. In the vast majority of countries, however, lack of adequate financing, particularly with regard to buildings and equipment, has forced governments to tackle only a segment of their total training needs.

10. Additional funds, if made available, could in this field provide the opportunity for work on a scale more commensurate with the needs. Details would need to be worked out in each specific programme. The problem might be approached in a regionwide manner, and as an example can be stated in general terms that they would normally be made up of two phases: firstly, a preliminary survey of manpower requirements and the identification of critical training needs. Secondly, the implementation of training schemes for all required categories of manpower. The work of the I.L.O. in Iraq, where adequate financing is already available, provides an illustration of one of the factors needed for a comprehensive project for the development of human resources, financed with assistance from the Special Fund, might take.

11. At the request of the Development Board of Iraq the I.L.O. made a preliminary inquiry in 1957 to determine the main elements of a manpower programme to assist the government in ensuring that there would be adequate manpower available to carry out the vast programme of capital development being undertaken does not suffer for lack of the necessary skills and that the human resources of the country are effectively utilised in relation to long-term development objectives. Two major recommendations have resulted and appropriate action has been initiated along the following lines:

(a) A manpower survey to assess the relationship between labour supply and labour demand on both a short-term and long-term basis in relation to the development programmes, with special attention to the specific occupational skills required and rural-urban migration.

(b) A large-scale training programme to be based upon the skill requirements in both industry and agriculture as revealed by the survey. The structure of the manpower requirements of the Special Fund are to be planned to supply industry with the skilled manpower required immediately and in the near future by courses of intensive training carried out in Industrial Training Centres operated on industrial standards. The financial resources at the disposal of the government might make it possible to build and equip Centres along industrial lines according to the technical recommendations of the I.L.O. and to provide the necessary facilities for consultation and experience of industrial training requirements and methods.

13. A preliminary assessment of the manpower situation in Iraq reveals, however, that a broader based programme of training will be necessary if the highest possible standards of skill and workmanship are to be made available for the development programme. In other considerations have formed the basis for putting forward proposals for a co-ordinated programme of training designed to meet the specific needs of Iraq on several fronts, including training for instructors and supervisors, apprenticeship training, extension work on a large scale and training of staff in the techniques of industrial engineering and the raising of productivity.

Management Development and Productivity Improvement

14. While governments, employers and managers, and workers all have responsibilities for, and can all contribute to, the raising of productivity, management is the key factor. A country cannot take full advantage of other forms of technical assistance, including other forms of training, unless it has the managerial ability to utilise the knowledge and skill of the work force. The development of productivity missions has been found to be a useful technique on a scale sufficient to make widespread additional capital investment attractive is crucial to the success of economic development programmes. Improvements in productivity achieved through advisory assistance and in conjunction with demonstration training at the I.L.O. might take.

16. The I.L.O. has sought to meet these needs by sending productivity missions to countries which have requested this form of assistance under the Expanded Programme of Technical Assistance. Thus improvements in productivity—little sustained progress in raising productivity—can be achieved without such co-operation; (c) the need for training top management, lower ranking management officials and workers, in techniques which can be used for raising productivity in both large and small-scale undertakings; (d) the need to build up a nucleus of trained nationals who, after participating in the demonstration and training activities of productivity missions, can ultimately take over this work from them.

17. Each of these missions has also been called upon to assist the government in setting up, or developing the work of, organisations such as national productivity centres, employing a nucleus of trained industrial engineers and specialists in productivity improvement techniques, providing advisory and training services to industry and sometimes to other sectors of the national economy, and in general providing a means of focusing and co-ordinating national and international efforts to raise productivity in the countries concerned. The establishment of some such machinery at an early stage in the course of a national drive to raise productivity is considered to be of the greatest importance. Experience gained in Egypt, Jordan, Israel—have found to meet most effectively the needs of the countries in which they are operating. Preliminary surveys of requirements and the establishment of contacts with government departments and representatives of employers and workers has been followed by demonstrations in individual plants, at the invitation of the owners, of techniques which may be used to raise productivity, and by training courses often given in close conjunction with the demonstration projects. While a variety of training courses has been given, emphasis has been placed on short appreciation courses for top management and on longer courses extending over two months. A variety of methods are used for raising productivity in both large and small-scale undertakings.

1 Cf. for example the emphasis on “competent management” as a condition for investment in an enterprise in International Finance Corporation: First Annual Report, 1955, for lower-ranking management officials, technicians and (in India and Israel) also for workers, in the simpler techniques of work study and production planning and control. These courses have included practical work by trainees in factories under the supervision of the I.L.O. experts or counterpart personnel.

2 Several examples of this are to be found in the work of I.L.O. productivity missions sent to underdeveloped countries under the Expanded Programme of Technical Assistance. Several of these projects are based on study visits to similar undertakings in the United States, Europe and other countries, and are designed to help local authorities to make use of consultancy and technical assistance available for applications of productivity techniques. This is nearly universal in the productivity centres that have been set up in the major productivity centres in Western European countries. Other groups, such as universities and professional associations, may also be represented.
ments can do much to create conditions economically and psychologically favourable to higher productivity, but since it is in individual undertakings, and by the efforts of individual employees and workers, that productivity actually to be raised, it is of the greatest importance that employers and workers should be associated, through their representatives, with the work of such undertakings, which may tend to arouse mistrust if they are organised on an exclusively governmental basis.

18. Some of the I.L.O. missions, notably those in Israel and Egypt, have resulted in the establishment of large-scale training departments in which demonstration projects have been carried out, and a variety of difficulties, many of which have been associated with the small and large-scale undertakings have attended the various courses given by the Israel Institute of Productivity. The bulk of the work has been done by the Institute's own staff—the small I.L.O. mission could never have dealt with more than a fraction of the total number of trainees, but its influence in training staff members of the Institute and others, in formulating programmes, is very real.

20. There is no doubt that, if increases in productivity are to be achieved with those achieved in individual plants in which I.L.O. experts or persons trained by them have been able to work could be brought about in a substantial proportion of all undertakings in an underdeveloped economy, there would be a dramatic rise in production and in the standard of living. Even in Israel and Egypt a greater impact could have been made if it had been possible for the I.L.O. to provide technical assistance on a larger scale.

Advantages of Board Projects and of Inter-Agency Co-operation

21. Though even very small-scale missions in this field, with very limited equipment, may justify themselves if they succeed in arousing interest in the subject and in demonstrating the kinds of results which larger-scale and more sustained efforts might be expected to produce, it is suggested that the systematic and sustained technical assistance envisaged in the resolution adopted by the Conference of 1954 could and should be given in the form of larger and more comprehensive projects than have been usual under the E.P.T.A. The I.L.O., for example, provides technical assistance in the closely related fields of management development and productivity improvement, vocational and supervisory training and labour-management and industrial relations (as well as in a number of other fields) under the Expanded Programme of Technical Assistance budget and procedures.

The mission in Israel has consisted at times of one and at times of two experts on 12-month contracts, strengthened from time to time by specialists on shorter (usually three-month) contracts, to conduct specific courses or seminars or provide advice and assistance on specific topics, including personnel management and productivity measurement. The Egyptian mission, for the greater part of the time since it started work in 1954, has consisted on the productivity side (as distinct from the vocational training side) of four experts.

2 The I.L.O. productivity expert in Bolivia trained a small local staff in work study; the trainees have been able to assist in bringing about some improvements in productivity in a private plant and processes.

At the time this project was undertaken an extension to the plant was well under way and redundant workers were transferred to the new departments for training at their previous rates of pay. Workers remaining in these successful departments received increased earnings as shown in the table above.

<table>
<thead>
<tr>
<th>Department</th>
<th>Increase in production</th>
<th>Decrease in labour</th>
<th>Increase in productivity</th>
<th>Increase in earnings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bleach house</td>
<td>40</td>
<td>26</td>
<td>88</td>
<td>19</td>
</tr>
<tr>
<td>Dye house</td>
<td>33</td>
<td>57</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>Drying house</td>
<td>33</td>
<td>57</td>
<td>10</td>
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<td>14</td>
</tr>
<tr>
<td>Print house</td>
<td>23</td>
<td>0</td>
<td>23</td>
<td>14</td>
</tr>
<tr>
<td>Make-up magazine</td>
<td>23</td>
<td>23</td>
<td>23</td>
<td>14</td>
</tr>
</tbody>
</table>

1 Thus in the first nine months of 1957 industrial production rose by 9 per cent, as compared with the same period in 1956, while industrial employment increased by 2 per cent.

2 For further information regarding the activities of the Israel Institute of Productivity, see David KREIN: Effort for Productivity, the Story of the Israel Institute of Productivity (Tel-Aviv, Israel Institute of Productivity, 1957).

3 The I.L.O. productivity expert in Bolivia trained a small local staff in work study; the trainees have been able to assist in bringing about some improvements in productivity in a private plant and processes.
training, research and productivity centres, and to provide certain consulting services, as has been done with notable success by the I.L.O. productivity missions in Egypt and in India.  

22. A programme such as that in progress in Egypt or that proposed for Iraq illustrates the range of action in those fields which the I.L.O. is equipped to carry out when adequate resources can be made available, including a certain amount of capital for buildings and equipment. A further illustration is afforded by the development programme for new industries which the I.L.O. was able to launch in Yugoslavia at a time when requests for technical assistance under the Expanded Programme were fewer than at present and larger funds could be allocated for particular projects. This provides for co-ordinated action on three lines: practical training of key workers and foremen in factories abroad, on-the-job training of foremen and workers by sending instructors into factories in Yugoslavia, and training of groups of supervisors and inspectors of management and supervision in specialised centres established with I.L.O. assistance in the country. The project, according to Yugoslav reports, has considerably contributed to the successful implementation of the industrial development scheme. Shortages of key personnel such as these programmes are designed to overcome are among the main obstacles to industrial development in many countries. In each case, however, both the needs and the framework within which they must be met will differ, and programmes for the assessment and development of manpower resources and for raising productivity will therefore be determined in the light of the situation in the country concerned and of the particular requirements indicated by its economic development programme.

23. The Special Fund may also create new opportunities for providing certain services on a regional basis for groups of countries which may not yet be in a position to develop on a national scale all the information and advisory services which are needed for an effective manpower development and productivity improvement programme.

24. An example of regional action within the I.L.O. field, which has so far operated only on the small scale permitted by the limited resources of the Expanded Programme, is the regional Centre for Management Development which gives 12-month training courses for foremen in factories abroad, on-the-job training of foremen and workers by sending instructors into factories in Yugoslavia, and training of groups of supervisors and inspectors of management and supervision in specialised centres established with I.L.O. assistance in the country. The project, according to Yugoslav reports, has considerably contributed to the successful implementation of the industrial development scheme. Shortages of key personnel such as these programmes are designed to overcome are among the main obstacles to industrial development in many countries. In each case, however, both the needs and the framework within which they must be met will differ, and programmes for the assessment and development of manpower resources and for raising productivity will therefore be determined in the light of the situation in the country concerned and of the particular requirements indicated by its economic development programme.

25. Within the same region, if funds were available for a broad programme of management development and productivity improvement, this valuable service could be rendered by a Productivity and Management Training Centre for South-East Asia. Such a centre with a small full-time staff qualified to run training courses of appropriate duration for various categories of managers, with close cooperation with counterpart staff from the countries concerned and possibly visiting lecturers from nearby national productivity centres or management training institutions, could provide residential courses of appropriate duration for various categories of industrial management and supervisory staff, technical documentation and related services, until such time as management training facilities and other elements in the productivity programmes of the participating countries had been developed on an adequate scale.

26. Finally, the Special Fund may make it possible, in certain national and regional projects, to achieve a greater degree of concentration of the technical resources available in the various international agencies, whether by undertaking joint or complementary projects, than has so far proved feasible under the Expanded Programme. Technical cooperation of this kind could help to promote the broad programme of management development and productivity improvement in the field of industrial management and supervisory staff training which the United Nations is better equipped and more competent to provide than the I.L.O. It would appear that the Special Fund, together with the United Nations assistance under the Expanded Programme, could contribute to the development of the technical services of the I.L.O. and the United Nations, which are so vitally necessary in the field of industrial development.

27. The Inter-Agency Andean Indian Programme, which aims at integrating the Indian populations living on the High Plateaux of Ecuador, Peru and Bolivia into the national economic and social life of their respective countries, affords a good illustration of methods by which co-operation can be secured on a regional scale if more funds were available. At present ten action bases have been established in Ecuador (Quito, Chimborazo and Guano), Peru (Tarma, Cusco and Cusco and Canchicu), and Bolivia (La Paz, etc.). Each of these action bases is being used in the first instance by teams of international experts, provided by the United Nations, F.A.O., U.N.E.S.C.O., W.H.O. and the I.L.O., and national experts made available by governments in order to demonstrate the use and value of improved agricultural production and existing handicrafts. At the same time, through the medium of training workshops, a number of young Indians are being trained in industrial skills, as motor mechanics, blacksmiths and carpenters, etc. As the funds available under the Expanded Programme of Technical Assistance were not sufficient, the I.L.O. undertook to ask employers' organisations, trade unions and certain governments to donate the resources required for the maintenance of these training workshops. As a result of gifts made by trade unions and employers' organisations from the United States, Germany, Belgium, Denmark, Norway, Sweden and the United Kingdom, an additional number of training workshops is being established in the above-mentioned localities. Their function is to produce, from an essentially rural population, semi-skilled and skilled workers who can be employed in factories in the towns while making a direct contribution to the economic development of their countries, can ensure for themselves a very much higher income than they were accustomed to before undertaking this training. The present number of workshops is far less than is required to meet all the needs for skilled workers in the expanding industries of these countries. Each of the present centres covers a rather large area and, in order to provide the Andean Indians with the additional skills and know-how they need to improve their agricultural production and participate in the expanding industry of their countries, many more centres are needed to cover the vast areas inhabited by these populations. If this could be done—and the experience gained by the I.L.O. and other participating organisations shows that the cost is relatively low—the return, in terms of improved production and better quality goods, would be extremely rewarding.

28. In the broad field of action to raise productivity the I.L.O. has special responsibilities for convincing employers and workers of the importance of such action, for convincing governments of the desirability of associating employers' and workers' representatives in national programmes undertaken with this end in view, and for providing assistance to the development of the techniques which have so far operated only on the small scale permitted by the limited resources of the Expanded Programme. If the I.L.O. could encourage the active participation of employers, workers and the government departments or agencies most closely concerned with productivity improvements, the range of action could be expanded above what is possible under the limited resources of the Special Fund, and new opportunities could be opened up for providing practical demonstration and training projects and specialised seminars or training courses for management, workers and some government officials in certain of the techniques which can be used to raise productivity (especially techniques such as work study and production planning which involve at almost every stage questions affecting the allocation of production resources to the most satisfactory job content and work methods and, in general, the relations between management and workers). There is, however, need for other forms of assistance which the Special Fund at present lacks. Assistance relating to over-all economic planning as it affects productivity, to planning of development at the industry level, including such matters as the number and location of plants and to the provision of advisory and training services for the management of individual plants in such matters as the location, design and operation of plants and equipment, is clearly necessary. It is also necessary to involve the United Nations in the field of technical cooperation, to which it can make an important contribution, in particular in connection with market research, cost accounting and quality control, in respect of which special knowledge of labour problems and of management problems in relation to labour is of secondary importance. Continuing co-operation between the United Nations and the I.L.O. in this field will therefore be necessary; and an increase in the resources available for broad and sustained programmes of management development and productivity improvement will greatly increase the scope for such action.

Organisational Arrangements

29. In regard to the nature and extent of the contribution which each of these international bodies can make to the achievement of the purposes of the proposed Special Projects Fund, it is possible to be specific and forthcoming at this stage. The existing experience of the I.L.O. amply demonstrates how greatly it can contribute within the framework of the I.L.O. scheme of the I.L.O. which must be met to permit of securing a full return on large-scale investment in economic development under the conditions of political stability and social progress in the area of investigation and programmes. An important question is the degree to which each body may be asked to devote resources to the development of new programmes in the area of investigation and programmes. In regard to questions of an organisational character it is necessary to be more tentative at the present stage in the elaboration of plans for the long-term Fund, but there are a number of principles which it would seem important to keep in mind from the outset.
30. A problem will arise in defining the scope of the Special Projects Fund in relation to other sources of technical and financial assistance for economic development. While the definition of the Fund remains to be defined and there are differences of view on the subject which have still to be reconciled, it is already clear that the Fund is not designed to be either merely an increase in the scale of technical assistance or a source of grants-in-aid of capital expenditure for purposes of economic development. An increase in the scale of the resources available for existing forms of technical assistance could be achieved, and would be more appropriately sought, by increasing the resources available to the Expanded Programme; the provision of grants-in-aid of capital expenditure for purposes of economic development for large-scale enterprises, as envisaged. The Special Projects Fund is designed essentially to fulfill an intermediate function of providing for certain special types of assistance desirable to facilitate investment which cannot be appropriately sought by increasing the resources available to the Expanded Programme.

31. One element in the situation which should be watched with special care is the undesirability of assistance of the same type being available under the two schemes in comparable circumstances on different conditions. If, for instance, the conditions concerning the degree of support to be contributed to a project by the beneficiary government were different under the two schemes, there would be a risk of inconsistency and confusion and ensure the availability to the Special Projects Fund of the advice of the appropriate specialised agency, which fall within the sphere of a specialised agency and which are submitted, will be readily adapted to the requirements of the Special Projects Fund, even though there may be divergences between the detailed arrangements for its organisation and administration and those envisaged in the Scheveningen Report concerning the Special United Nations Fund for Economic Development which may be approved, the appropriate specialised agency should, by consultation with the senior executive officer of the Fund, be consulted on both questions of policy and technical matters relating to the contemplated project; it is also a necessary preliminary to the devolution to the appropriate specialised agency of subsequent responsibility for the administration and implementation of assistance in respect of approved projects within its sphere. It would not appear to be necessary or reasonable to require the Fund to consult the appropriate specialised agency in all cases before rejecting an application which it regards as unsuitable because of continuing practical application and not upon decisions of a purely ad hoc character.

32. The details of the arrangements desirable to facilitate the most effective co-operation between the International Labour Organisation and the Special Projects Fund will be submitted, kept in mind from the earliest stages of the planning of those arrangements.

33. The questions of general policy which will arise from time to time in regard to the operation of the Fund will frequently have to be considered in view of the nature and closeness of its relationships with the other international organisations which contribute directly to economic development. It is important that the Specialised Labour Organisation, together with other specialised agencies concerned such as the International Bank for Reconstruction and Development, should have appropriate opportunities of expressing views on questions of general policy which may arise. In so far as such questions arise in the General Assembly, the Economic and Social Council, or any committee of the Economic and Social Council, such an opportunity exists in virtue of the arrangements whereby agreements of the specialised agencies are communicated to and considered by the General Assembly. When a question involves the relationships between the United Nations and the International Labour Organisation. If consideration of questions of general policy concerning the Proposed Special United Nations Fund for Economic Development would appear to be apposite in this connection; it is also a necessary preliminary to the devolution to the appropriate specialised agency of subsequent responsibility for the administration and implementation of assistance in respect of approved projects within its sphere.

34. It would be equally important to secure the closest co-operation and co-ordination in the day-by-day execution of projects. To some extent this has already been achieved by the arrangements (possibly including in certain cases provision for the seconding or interchange of staff) on the lines which have already been developed for the maintenance of close inter-agency co-operation in the respect of other matters involving action by a number of organisations. In the light of previous experience a full and prompt exchange of information on matters of mutual interest would be an important element in such effective liaison.

35. It would, however, be vital that such arrangements for close collaboration would not rest on any such new body. It is most desirable that these types of assistance should be defined with sufficient precision to avoid a situation in which projects of essentially the same nature are being handled under different schemes by different procedures as the result of such accidental factors as the exact circumstances in which the project was initiated, the relative resources and obligations of the two schemes at a particular time, and similar considerations. Among the elements in such a definition might be the scale of the resources required for a project and the closeness of its relationship to prospective investment. It may be that in certain cases one stage in the particular project could be handled by the Fund and another stage for assistance from the Special Projects Fund, but any such distribution of responsibility should rest on some intelligent principle and should not be subject to the uncertain character of continuing practical application and not upon decisions of a purely ad hoc character.

36. The General Assembly resolution provides that, without impairing the separate identity of the Special Fund, the fullest use should be made of the existing machinery of the specialised agencies. It would seem desirable that the principles governing the operation of these agencies should be such that would indicate the principles concerning the manner in which this should be done. Some of the principles envisaged in the Scheveningen Report concerning the Proposed Special United Nations Fund for Economic Development would appear to be applicable to the Special Projects Fund. It may be that in certain cases they can be readily adapted to the requirements of the Special Projects Fund, even though there may be divergences between the detailed arrangements for its organisation and administration and those envisaged in the Scheveningen Report concerning the principles which might be adopted for the Special Projects Fund.

37. One such principle is that applications relating to projects which fall within the sphere of a specialised agency and which are submitted, will be readily adapted to the requirements of the Special Projects Fund, even though there may be divergences between the detailed arrangements for its organisation and administration and those envisaged in the Scheveningen Report concerning the principles which might be adopted for the Special Projects Fund.

38. As a matter of convenience it would also seem desirable to provide that an application submitted to the Special Projects Fund by the authority of, a number of governments jointly interested in a particular project after like consultation should also be eligible for consideration and financing by the Fund.

39. Before approving an application relating to a project falling within the sphere of a specialised agency the Fund should, it is suggested, be required to consult the specialised agency concerned. Such an arrangement is essential to avoid duplication and confusion and ensure the availability to the Special Projects Fund of the advice of the appropriate specialised agency on both questions of policy and technical matters relating to the contemplated project; it is also a necessary preliminary to the devolution to the appropriate specialised agency of subsequent responsibility for the administration and implementation of assistance in respect of approved projects within its sphere. It would not appear to be necessary or reasonable to require the Fund to consult the appropriate specialised agency in all cases before rejecting an application which it regards as clearly falling outside its scope or being of insufficiently high priority to justify detailed examination, but it should have a discretion, and be encouraged, to consult the appropriate specialised agency in doubtful cases.

40. When a project falling within the sphere of a specialised agency is approved, the appropriate specialised agency should be fully responsible for the administration and implementation of the assistance provided by the Fund. While this would be an essential condition of such an arrangement, it is not the only manner in which governments could be protected against inconsistencies and divergencies of policy in respect of matters for which primary responsibility rests with a particular specialised agency, it must be appreciated that provision for the full reimbursement of all the costs incurred, including administrative costs relating to the servicing of such projects, would be a necessary condition of such an arrangement; it would be neither practicable nor equitable to attempt to absorb such costs in the normal budgets of the agencies entrusted with projects by the
Fund. Wherever practicable, the funds required for the comple-
tion of a project should be guaranteed by the Fund before the
project is started, though the costs of management of the
project may spread over more than one financial period.

41. The inclusion of some such principles in the resolution
to be adopted by the General Assembly when establishing the
Fund would, it is suggested, lay an appropriate basis for the
development of methods of co-operation which would comply with
the requirements of the General Assembly's resolution of 1957
that "the fullest use should be made of the existing
machinery of the . . . specialised agencies ".

42. The General Assembly resolution also provides for the
fullest use of the existing machinery of the Expanded Programme of Technical Assistance in the event that this machinery is
being made by the Executive Chairman of the Technical Assis-
tance Board, and it is anticipated that they will cover such
matters as provision for the full use of the existing field services of
the Special Projects Fund. The Executive Chairman of the Tech-
rical Assistance Board will have an important part to
play as a link between the Expanded Programme and the Special
Projects Fund. While direct relations between the Special
Projects Fund and the specialised agencies concerned will be
necessary, particularly in regard to individual projects falling
within the sphere of a specialised agency, there will be many
matters in regard to which it will be desirable that there should be
an efficient liaison channel for the promotion of the Expanded
Programme and the Special Projects Fund, and it is suggested that the Executive Chairman, who is responsible
jointly with the Director-General for the administration of the
Expanded Programme and can therefore be accredited to act for them
collectively in matters relating to that programme, should be
entrusted with this function. It would follow from this principle
that the President of this Committee, who represents the United Nations and the International Bank, should be
created as part of the arrangements for the administration of the
Special Projects Fund, the Executive Chairman of the Tech-
ical Assistance Board should be a member of this Committee.

Effect on Present Arrangements for the Financing
and Administration of the Expanded Programme

43. The possible effects of the creation of the proposed Fund on the present arrangements for the financing and administration of the existing Expanded Programme of Technical Assistance can be considered in the examination of the arrangements which would be convenient to consider separately finance and administration.

44. One of the recurrent problems experienced throughout the operation of the Expanded Programme of Technical Assist-
ance has been the uncertain amount of the resources which will be
available from time to time for the programme and the conse-
quently fluctuating over sufficiently long periods to secure the best results. The creation of the Special Fund is
liable to introduce a new element of uncertainty into the position. It has been suggested that pledges by governments for both
Expanded Programme and the proposed Special Fund would be
sought from governments at a single pledging conference and that it would be open to each government to determine fully the commitments in respect of each function. In practice, it would seem important, in the event of this course being adopted, that there should be some mechanism for ensuring the reason-
able stability and a reasonable rate of growth in the existing
expanded programme. A situation in which an unanticipated allocation of funds between the Expanded Programme and the Special Projects Fund made necessary a sudden cutback in the Expanded Programme would compromise rather than promote the objectives of both programmes. It does not seem incon-
ceivable that the allocation of funds between the Expanded
Programme and the Special Projects Fund should be determined in advance by some formula which would be binding on con-
tributing governments so as to secure an appropriate relationship between the contributions. If such an arrangement is adopted, the allocation of funds between the two programmes would be made
in such a manner as to provide the fullest use of the existing machinery of the Economic and Social Council or in some other
appropriate way concerning the proportions of their total contributions which it would be convenient for them to allocate to each of the two funds; contributions not specifically allocated by the contributing govern-
ments might be allocated in those proportions, subject possibly to some compensating device permitting of the allocation of such
contributions in such a manner as to secure the desired relationship
between the total amounts of the two funds. These are matters to which the Preparatory Commission and the Economic
and Social Council will no doubt wish to give special attention;

they are raised now solely for the purpose of focusing attention
upon the importance of maintaining reasonable stability and a
reasonable rate of growth in the existing Expanded Programme.

45. Another series of problems may arise from the fact that, while the arrangements for the funding of the Special Projects Fund are likely to diverge from the arrangements for the administration of the Expanded Programme, there is a wide-
spread desire, reflected in the terms of paragraph 3 of the General Assembly's resolution, to have a harmonious relation-
ship between the two programmes. In this connection, it may be proposed
that the functions entrusted to the Economic and Social Council or to the Special Projects Fund for ensuring that co-operation and co-ordination
between the two programmes is effective; the Administrative Committee on Co-ordination should be entrusted with this function.

46. The possible effects of the creation of the Special Fund on the various programmes of the United Nations have been discussed in the course of this Conference. It is not necessary to repeat here the arguments advanced in support of the principle of joint action on economic development, which was
endorsed by the General Assembly in 1953 when it resolved that the Economic and Social Council be entrusted with the
administration of the Special Fund. It is felt that the machinery of the Special Projects Fund should be left intact, and that the
functions assigned to the Economic and Social Council should be continuously reviewed with a view to determining whether
better results can be obtained.

47. The International Labour Organisation should inform the
Preparatory Commission of the proposed Fund of its desire and willingness to co-operate in the achievement of the
purposes of the proposed Fund.

48. The International Labour Organisation should draw attention to the desirability, when defining as requested by the
General Assembly resolution the basic fields of assistance which the
Fund is to cover, to the need for making the economic and social
considerations set forth in paragraphs 3 to 28 above, and more particularly of giving appropriate emphasis to the importance
of ensuring that the Fund shall be used for promoting productive
activity as essential elements in programmes of systematic and
sustained assistance to facilitate sound investment.

49. The International Labour Organisation should also draw
attention to the importance of defining with sufficient precision
the types of assistance to be provided by the Special Projects
Fund and ensuring that the programme for the same type of assistance is not available under different schemes on different conditions.

50. The International Labour Organisation should have ap-
propriate opportunities of expressing its views on questions of
general policy relating to the operation of the Special Projects
Fund.

51. The Director-General of the I.L.O. should accept his
share in a collective responsibility of the Secretary-General of
the United Nations, the Economic and Social Council, the Specialised
agencies concerned, and the Senior Executive Officer of the Special
Projects Fund for ensuring that co-operation and co-ordination
between the Fund and the existing organisations of the United
Nations are both effective; the Administrative Committee on Co-ordination should be kept fully informed of matters of importance bearing on the
relationships between the Fund and other organisations with
major responsibilities in respect of economic development.

52. The principles governing the operation of the Special
Projects Fund should include for its guidance principles which
to ensure that the fullest use is made of the existing machinery of the I.L.O. and other specialised agencies, including the prin-

CONCLUSIONS
icle that the I.L.O. should be consulted before the Special Projects Fund approves any project within the sphere of the I.L.O. and the principle that, when a project falling within the sphere of the I.L.O. is approved, the I.L.O. should be fully responsible, on the basis of reimbursement of all the costs involved, for the administration and implementation of the assistance provided by the Fund.

53. The Executive Chairman of the Technical Assistance Board should be a member of any advisory committee which may be constituted to advise on matters relating to the administration of the Special Projects Fund, and appropriate arrangements should be made to utilise fully for the purpose of the Fund the existing machinery of the Expanded Programme of Technical Assistance, including its field services.

54. Appropriate precautions should be taken to ensure that the financial and administrative arrangements adopted in respect of the Special Projects Fund do not prejudice reasonable stability and a reasonable rate of growth in the Expanded Programme of Technical Assistance.

55. While there may be distinct advantages in entrusting to the same committee of the Economic and Social Council the existing functions of the Council in relation to the Expanded Programme and any new functions which may be conferred upon it in connection with the proposed Special Projects Fund, no change should be made in the existing functions, powers or procedures of the Council in relation to the Expanded Programme in so far as the relations between the Council and the specialised agencies are concerned. If funds for the above purposes are distributed in the Expanded Programme and the procedures are not entrusted to the same committee of the Economic and Social Council, this particular question will not arise.

ANNEX B

Proposed Agreement between the International Labour Organisation and the League of Arab States

PREAMBLE

Whereas the International Labour Organisation, as a universal organisation, attaches the greatest importance to the maintenance and advancement in the social and labour field of world standards based on the principles set forth in the Constitution of the International Labour Organisation and the Declaration of Philadelphia, and, while co-operating with the United Nations in the maintenance of international peace and security remains outside political controversy between nations or groups of nations, and is at the disposal of all its Member nations to co-operate with them either severally or through regional organisations of which they are Members in implementing, in the light of the world standards evolved through the International Labour Organisation, the objectives for which the international Labour Organisation itself exists;

Whereas the League of Arab States desires to promote, in co-operation with the International Labour Organisation, the welfare of the peoples of its member States;

The International Labour Organisation and the League of Arab States;

Desirous of contributing within the general framework of the Charter of the United Nations to the effective accomplishment, in the Arab States, of the objectives of the International Labour Organisation;

Have agreed upon the following:

ARTICLE I

Mutual Consultation

1. The League of Arab States and the International Labour Organisation will consult regularly on matters of common interest for the purpose of furthering the effective accomplishment in the Arab States of the objectives of the International Labour Organisation.

2. The International Labour Organisation will inform the League of Arab States of any plans for the development of its regional activities within the territories of the member States of the League and will consider any observations concerning such plans which may be communicated to it by the League of Arab States with a view to accomplishing effective co-ordination between the two organisations.

3. The League of Arab States will inform the International Labour Organisation of any plans for the development of its activities in regard to subjects of interest to the International Labour Organisation and will consider any observations concerning such plans which may be communicated to it by the International Labour Organisation with a view to accomplishing effective co-ordination between the two organisations.

4. When circumstances so require, consultations will be arranged between representatives of the two organisations to agree upon the most effective manner in which to organise particular activities and to secure the fullest utilisation of the resources of the two organisations.

ARTICLE II

Statistical and Legislative Information

1. The League of Arab States and the International Labour Organisation will seek the greatest possible cooperation to eliminate all unnecessary duplication of work; they will combine their efforts to obtain the best use of statistical and legislative information and to ensure the most effective utilisation of their resources in the assembling, analysis, publication and diffusion of such information with a view to reducing the burdens on the governments and other organisations from which such information is collected.

2. The League of Arab States and the International Labour Organisation will consult together regularly concerning the most appropriate arrangements for the preparation of Arabic texts of Conventions and Recommendations adopted by the International Labour Conference and other I.L.O. documents of special interest to the Arab States.

ARTICLE III

Exchange of Information and Documents

1. The fullest and promptest exchange of information and documents concerning matters of common interest will be made between the League of Arab States and the International Labour Organisation.

2. The League of Arab States will be kept informed by the International Labour Organisation of developments in the work of the International Labour Organisation which are of interest to the League.

3. The International Labour Organisation will be kept informed by the League of Arab States of developments in the work of the League which are of interest to the International Labour Organisation.

ARTICLE IV

Reciprocal Representation

For the purpose of furthering the effective accomplishment in the Arab States of the objectives of the International Labour Organisation, the International Labour Organisation will invite the League of Arab States to be represented at meetings of the International Labour Organisation.

ARTICLE V

Administrative Arrangements

The Secretary-General of the League of Arab States and the Director-General of the International Labour Office will make appropriate administrative arrangements to ensure effective collaboration and liaison between the staffs of the two organisations.
ARTICLE VI

Entry into Force, Modification and Duration

1. The present Agreement will enter into force from the date on which it is signed by the authorised representatives of the League of Arab States and the International Labour Organisation.

2. The Agreement may be modified with the consent of the two parties.

3. Either of the parties may denounce the Agreement by giving six months' notice to the other party.

ANNEX C

Arrangement between the Director-General of the International Labour Office and the Secretary-General of Western European Union

1. The Director-General of the International Labour Office and the Secretary-General of Western European Union have agreed that the positive results achieved hitherto through mutual consultation and collaboration between the International Labour Office and the Social Committee of Western European Union on matters of common concern should be widened and further strengthened.

2. In order to avoid duplication and overlapping the field of consultation should cover all activities of common concern, including social security, manpower, industrial safety and health, statistics, co-operation between public authorities and employers' and workers' organisations, labour inspection and workers' welfare. Where appropriate, such consultations would lead to the formulation of proposals concerning the collaboration between the two organisations on a specific problem.

3. The International Labour Office and the Social Committee of Western European Union will keep each other informed by the transmission of documents or otherwise of developments in the work of the two organisations which are of common interest; restricted documents communicated by either organisation to the other will not be published in whole or in part without the concurrence of the organisation originating them.

4. A representative of the International Labour Organisation will be invited to attend the meetings of the Social Committee of Western European Union and its subcommittees whenever the participation of an observer appears desirable in view of the inclusion in the agenda of questions of mutual interest. Reciprocal arrangements for the attendance of a representative of Western European Union at meetings convened by the International Labour Organisation will be made in appropriate cases.

5. The Director-General of the International Labour Office and the Secretary-General of Western European Union will maintain through their duly appointed representatives regular liaison to secure the full implementation of this arrangement through consultations, correspondence or other appropriate means.

11 January 1958.

(Signed) David A. Morse.

L. Goffin.
APPENDIX XIX

Nineteenth Item on the Agenda: Composition of Committees and of Various Meetings

Committee of Experts on the Application of Conventions and Recommendations

Resignation.

1. The Governing Body is requested to note that Professor Georges Scelle has tendered his resignation, for reasons of ill health, after serving on the Committee since 1937. In the course of his long and distinguished career, Professor Scelle has taken an active interest and has played a significant role in the work of the International Labour Organisation.

2. The Governing Body may wish the Director-General to convey to Professor Scelle the expression of its deep appreciation for the exceptionally valuable services he has rendered to the Organisation.

New Appointment.

3. In succession to Professor Scelle the Governing Body is invited to appoint, for a period of three years, the following new member:

Mr. Henri Batiffol (France), Professor of Private International Law at the Faculty of Law of the University of Paris; Honorary Dean of the Faculty of Law of the University of Lille; Deputy-Director of the Institute of Comparative Law of the University of Paris; Member of the Institute of International Law; President of the French Committee on Private International Law; President of the French Arbitration Committee.

APPENDIX XX

Twentieth Item on the Agenda: Composition of the Asian Advisory Committee

1. At its last session the Governing Body had before it a paper \(^1\), submitted by the Director-General at the request of the U.S.S.R. Government representative, concerning the possible enlargement of the composition of the Asian Advisory Committee. In view of the complexity of the matter the Governing Body decided, by 35 votes to 3, to postpone consideration of the composition of the Asian Advisory Committee until its next session.\(^2\)

2. In the meanwhile, the Asian Advisory Committee has held its Eighth Session (New Delhi, 11 and 12 November 1957), the report of which is now before the Governing Body under the fourth item of the agenda. As will be seen from that document, the Committee has recommended the Governing Body to decide that the Committee's Ninth Session should be held as usual and that the first item on its agenda should be a review of the activities of the Asian Advisory Committee since its inception, which would afford an opportunity to the Committee, if it so desired, to conduct an appraisal of its work and methods; it was understood that this would enable its members to make a recommendation to the Governing Body about the Committee’s future.

3. In these circumstances, the Director-General assumes that the Governing Body will wish to await the recommendations of the Asian Advisory Committee before dealing further with the matter.


\(^2\) Ibid., Eighth Sitting, pp. 91-92.

\(^1\) See above, Appendix IV, pp. 82-85.
APPENDIX XXI

Twenty-first Item on the Agenda: Report of the Director-General

I. Obituary

Sir Andrew Clow.

1. The Director-General regrets to inform the Governing Body of the death in Edinburgh on 31 December 1957, at the age of 67, of Sir Andrew Clow, former Secretary to the Government of India in the Department of Industries and Labour and a Governor of India in the Department of Labour and the Government member of the Indian delegation to a number of sessions of the International Labour Conference.

2. Sir Andrew Clow played an outstanding part in the improvement of labour conditions in India. He entered the Indian Civil Service in 1913, and from the time of his appointment in 1920 as Controller of the Labour Bureau of the Government of India he was actively engaged for some 20 years in the improvement of labour legislation and working conditions. As early as 1924 he took part in piloting the Workmen's Compensation Act through the Central Legislature. He wrote a valuable historical survey of Indian factory conditions and legislation in 1937. He served as a member of the Royal Commission on Indian Labour from 1929 to 1931, and it was he who drafted the greater part of the important report of that Commission, the publication of which led to further factory legislation. He became Joint Secretary of the Department of Industries and Labour in 1931 and Secretary in 1936.

3. As a member of the Viceroy's Executive Council from 1938 to 1942 Sir Andrew continued to give his attention to labour problems, and his great experience in labour-management relations was again of service in connection with the large labour force in the tea gardens of Assam during his governorship of that province from 1942 to 1947.

4. Sir Andrew participated in five sessions of the International Labour Conference, as Indian Government adviser in 1921 and 1923, Government adviser and substitute delegate in 1929 and Government delegate in 1931 and 1934. The reforms for which he bore so large a measure of responsibility in India were directly stimulated by the standards set by the International Labour Organisation. His work may be said to have set an example in the translation of I.L.O. decisions into terms of the practical improvement of every-day working conditions. After his retirement from the Indian Civil Service Sir Andrew continued his career of public service in various capacities and served as United Kingdom representative on the United Nations Economic Commission for Asia and the Far East in 1947 and 1948.

5. The Governing Body will no doubt wish to convey its condolences to the late Sir Andrew Clow's widow.

Mr. Antonio Fabra Ribas.

6. The Director-General regrets to inform the Governing Body of the death near Tarragona on 17 January 1958, at the age of 79, of Mr. Antonio Fabra Ribas, for many years I.L.O. Correspondent in Madrid and former Spanish Government representative on the Governing Body.

7. Mr. Fabra Ribas, who was born at Reus in the province of Tarragona, joined the Spanish Socialist Party at an early age and went to Paris as a journalist where he worked for L'Humanité in the days of Jean Jaurès. It was at that time that he first gained the friendship of Albert Thomas, who, after becoming Director of the International Labour Office, appointed him as I.L.O. Correspondent in Madrid, in which capacity he carried out his duties actively until 1936.

8. In 1931 Mr. Fabra Ribas became Director-General of Labour and afterwards Assistant Secretary of State for Labour in the Spanish Government. When, at the invitation of that Government, the Governing Body held its 60th Session in Madrid in October 1932 it was he who, in the absence of the Minister of Labour owing to illness, welcomed the members of the Governing Body. He was subsequently appointed Spanish Minister in Berne, and from 1936 to 1938 he represented his Government on the Governing Body and at the sessions of the International Labour Conference.

9. Like Albert Thomas, Fabra Ribas was a convinced supporter of the co-operative movement. Between 1940 and 1950 he lectured on co-operative problems as the holder of professorships in the universities of several countries of Latin America. After returning to Spain he continued to exert considerable influence in Latin American co-operative circles.

10. Antonio Fabra Ribas maintained his interest in the work of the I.L.O., to which he was deeply attached, right up to the time of his death. In him the Organisation loses one of its earliest workers and a faithful friend.

11. Members of the Governing Body will doubtless wish to express their deep sympathy with Mr. Fabra Ribas's widow.

II. Composition of the Governing Body

Government Group.

12. The Government of Czechoslovakia has appointed as its regular representative Mr. Evžen Erban, President of the State Social Security Office.

Deputy Members.

13. The Government of Australia has appointed His Excellency Patrick Shaw, Australian Ambassador in Bonn, to succeed Mr. G. A. Jockei as its regular representative on the Governing Body.

III. Composition of the International Labour Organisation

14. By a letter dated 6 November 1957, received on 11 November 1957, the Prime Minister and Minister of External Affairs of the Federation of Malaya communicated to the Director-General the formal acceptance by the Federation of Malaya of the obligations of the Constitution of the International Labour Organisation.

15. Under article 1, paragraph 3, of the Constitution a Member of the United Nations may become a Member of the International Labour Organisation by communicating its acceptance of the obligations of the Constitution. Accordingly, the Federation of Malaya became a Member of the International Labour Organisation on 11 November 1957.

IV. Progress of International Labour Legislation

16-19. [Paragraphs 16 to 19 of the Report of the Director-General are not reproduced in this appendix. They contain information on the ratification of Conventions; the entry into force of Conventions; 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 (Article 19 of the Constitution).

20. The ratification of the following international labour Convention has been authorised in Belgium and Luxembourg:

Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96).

V. Internal Administration

Communication to the Governing Body of Appointments under Article 19 (c) of the Staff Regulations.

21. Article 19 (c) of the Staff Regulations of the International Labour Office reads as follows:

"Posts in the Director and Principal Officer category shall be filled by the Director-General on the basis of qualifications by transfer, promotion or appointment. Such promotions or appointments shall be reported to the Governing Body with a short statement of the qualifications of the persons so promoted or appointed."

22. The following appointment is reported to the Governing Body under this article:

Staff at Headquarters.

Mr. Robert Warburton Cox (Canadian). Appointed Chief of the Special Research and Reports Division from 1 January 1958. Born 1926. Master of Arts of McGill University, Montreal. Member of the International Organisations Division from 1947 to 1953 and of the Director-General's Office from 1953 to 1957; from 1954 to 1957 Executive Assistant to the Director-General.

VI. Publications

23. Publications issued since the last session of the Governing Body include the Year Book of Labour Statistics for 1957, a study entitled The Landless Farmer in Latin America, which deals with the status and conditions of share tenants, and an International Directory of Co-operative Organisations.

24. A second workers' education manual, on the subject of Social Security, has also appeared. Like the similar manual on Co-operation issued a year ago, this has been published in Arabic, Hindi, Japanese and Urdu as well as in English, French and Spanish. There is also a German edition.

25. The reports for the 42nd Session of the International Labour Conference on Conditions of Work of Fishermen, Organisation of Occupational Health Services in Places of Employment and Discrimination in the Field of Employment and Occupation have been published, and the reports on Conditions of Employment of Plantation Workers and Hours of Work will have appeared before the Governing Body meets.

26. The results of a further inquiry into the Cost of Social Security will be presented in a volume which is now in course of publication. The volume will consist mainly of tables showing the financial operations of the social security schemes of different countries, with some international comparisons.

27. The I.L.O. code of practice relating to Safety and Health in Dock Work will be published very shortly.

VII. Communication to the Governing Body

Statement of the Executive Board of the International Confederation of Free Trade Unions Favouring the Setting Up of an African Field Office.

28. The following communication, received by the Director-General from the General Secretary of the I.C.F.T.U., is circulated to the Governing Body for information with the agreement of the Officers of the Governing Body:

Sir,

I wish to inform you that the Executive Board of the I.C.F.T.U. at its 21st Meeting (Brussels, 4-8 November 1957) stated its deep satisfaction at the fact that the Economic Committee of the United Nations General Assembly unanimously adopted a resolution establishing a United Nations Economic Commission for Africa. In connection with that decision, the Executive Board expressed the hope that the I.L.O. will follow suit, by setting up, as speedily as possible, an African office.

I would greatly appreciate it if you would draw this statement to the attention of your Governing Body. I wish to add the hope that the I.L.O. budget for the coming year will include provision for the opening of an African office.

Yours faithfully,

(Signed) J. H. Oldenbroek, General Secretary.

29. As the Governing Body is aware, the budget proposals for the financial year 1959, which are before the Financial and Administrative Committee and the Governing Body at its present session, contain provision for the establishment of an I.L.O. field office in Africa.

First Supplementary Report

Proposals concerning the Establishment of an African Advisory Committee

1. In view of constitutional and other developments in Africa, bringing with them the addition to the membership of the Organisation of new African States and the possibility that in the near future other territories, formerly non-Metropolitan, may become eligible for membership, it is considered that the time is now appropriate for the Governing Body to give consideration to the desirability of establishing an African Advisory Committee which would be composed in a manner similar to the Asian Advisory Committee and discharge analogous functions.

2. In this connection it will be recalled that the Governing Body has already shown its wish to give to the work of the I.L.O. in Africa intensified and developed by its decision that the agenda of the Fifth Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories should consist of a "Survey of Labour and Social Policy in Africa". A draft of a survey on this question has been prepared by the Office and was submitted to the Committee at its meeting in December 1957. The Committee has examined this draft and made suggestions for its completion on the assumption that it will eventually be a fully documented study which can be used as the basis of the future work of the I.L.O. in Africa. The survey will cover all countries and territories in Africa south of the Sahara. The area covered by these countries and territories presents economic features and labour and social problems broadly similar in character but which differ from those encountered in the countries and territories bordering the Mediterranean littoral or linked to the Middle East.

It would be convenient, therefore, to consider as the African region, for the purposes of delimiting the sphere of operations of any African Advisory Committee, that part of Africa which may be roughly described as lying south of the Sahara.

3. Accordingly, the following recommendations concerning the establishment of an African Advisory Committee and relating to the area to be covered, the terms of reference, composition and period of office of members and time and place of meetings, are submitted for consideration.

4. Area. The area with which the Committee would be concerned would be Africa south of the Sahara, that..."
is to say, Ethiopia, Ghana, Liberia, Sudan, the Union of South Africa (including South West Africa), the Belgian Congo, Madagascar, and the non-metropolitan territories for whose international relations France, Portugal and the United Kingdom are responsible, which lie in Africa south of the Sahara, including the off-shore territories of Madagascar, Mauritius and Zanzibar (hereinafter referred to as "the Area").

5. Terms of reference. To advise the Governing Body on African problems and on African aspects of general problems and in particular to make recommendations concerning the advisability of I.L.O. meetings in Africa and the composition and agenda of such meetings. In pursuance of these terms of reference the first task of the Committee would be to consider, in the light of the African labour survey referred to in paragraph 2, which would be made available to it as background material, what further action in furtherance of I.L.O. objectives it is desirable to take on African problems or on African aspects of general problems.

6. Composition. The Committee would consist of (a) Government members, (b) Employers' members and (c) Workers' members.

(a) The Government members would be representatives (one from each country or territory) from such of the States Members of the Organisation having responsibilities within the Area, viz. Ethiopia, France, Ghana, Liberia, Portugal, Sudan, the Union of South Africa and the United Kingdom, as may accept membership of the Committee. In addition, the Governing Body would be empowered, with the concurrence of the State or States Members responsible for its or their international relations, to invite representatives from one or more non-metropolitan territories within the Area, whose governments have been invited by the Governing Body to send tripartite observer delegations to sessions of the International Labour Conference, to participate in the Committee as members. It is suggested that in the first instance the Governing Body might wish, with the concurrence of the United Kingdom Government, to invite a representative of the Government of Nigeria and one of the Federation of Rhodesia and Nyasaland thus to participate as members.

(b) and (c). The Employers' members and the Workers' members would each consist of half the number of Government members. They would be representative of employers and workers of the Area dealt with by the Committee. In the first instance, Employers' and Workers' members would be nominated respectively by the Employers' and Workers' groups of the Governing Body. It would be open to the Employers' and Workers' groups of the Governing Body to make arrangements at a later date for Employers' and Workers' members to be elected through appropriate electoral colleges.

7. Period of office of members. The period of office of members of the Committee would normally be three years.

8. Time and place of meetings of the Committee. The Committee would meet not less frequently than once every two years. Meetings would normally be held in Geneva or in Africa. When practicable, such meetings would be held in conjunction with some convenient meeting of the Organisation.

9. In the event of the adoption of the proposals outlined above, it would seem unnecessary for the present Committee of Experts on Social Policy in Non-Metropolitan Territories to remain in existence. As far as such territories in Africa are concerned, recent constitutional changes, such as the independence of Ghana and constitutional developments in Nigeria and the Federation of Rhodesia and Nyasaland, the creation of the Autonomous Republic of Togoland, as well as the increased self-government accorded to other French African territories, have rendered the Committee less satisfactory than a body which could consider problems affecting Africa south of the Sahara as a whole. In the same way, elsewhere, the recent independence of Malaya and the self-governing powers granted to Singapore have emphasised the desirability of treating their problems as part of the wider problems of the Asian region through the machinery already existing for that purpose. The other main area in which non-metropolitan territories predominate is the West Indies. Here again there have been constitutional advances which will result in the creation early in 1958 of the Federation of the British West Indies. Such special problems as remain in these and other non-metropolitan territories might therefore be best dealt with by arrangements on an ad hoc basis. For the purposes of I.L.O. functions, it is suggested, as and when the African Advisory Committee is set up, the Committee of Experts on Social Policy in Non-Metropolitan Territories should be disbanded.

10. It is therefore suggested that the Governing Body should—

(a) establish an African Advisory Committee for the Area defined in paragraph 4 above; 

(b) approve the terms of reference for the Committee set forth in paragraph 5; 

(c) approve the composition of the Committee set forth in paragraph 6; 

(d) agree that, on the establishment of the African Advisory Committee, the Committee of Experts on Social Policy in Non-Metropolitan Territories will be disbanded.

Statement Submitted by the Delegation of the World Federation of Trade Unions.

The proposal made by the Director-General concerning the establishment of an African Advisory Committee is a first step towards satisfying the desires and aspirations often expressed by the workers of Africa and by the international trade union organisations.

It also represents a better evaluation by the I.L.O. of the importance of the African continent the various territories of which are in the process of achieving their independence or are consolidating it.

The World Federation of Trade Unions wishes to submit a number of preliminary remarks on this proposal to the members of the Governing Body.

The World Federation of Trade Unions would first draw the attention of the members on the problem of the area to be covered by the Committee and on its composition.

Quite evidently it seems advisable and appropriate to have the competence covering an Advisory Committee is a first step towards satisfying the desires and aspirations often expressed by the workers of Africa and by the international trade union organisations.

It also represents a better evaluation by the I.L.O. of the importance of the African continent the various territories of which are in the process of achieving their independence or are consolidating it.

The World Federation of Trade Unions wishes to submit a number of preliminary remarks on this proposal to the members of the Governing Body.

The World Federation of Trade Unions would first draw the attention of the members on the problem of the area to be covered by the Committee and on its composition.

Quite evidently it seems advisable and appropriate to have the competence covering an area of the African continent beyond the basis of its natural geographical limits. Failing to adopt this principle might constitute a dangerous precedent for the I.L.O.

The same principle should be a guide for the composition of the Committee which should represent all members States of the I.L.O. in Africa, including the North African countries, so that the whole of the African continent may take advantage of the services of the Committee.

In addition the composition of the Committee should take into account both the particular legal status of non-autonomous territories placed under United Nations trusteeship and the need of a direct representation of other important non-autonomous territories.

The World Federation of Trade Unions holds that the establishment of this Committee should in no way divert attention from the need of convening the First African Regional Conference, the usefulness of which was stressed during the 13th Session of the Governing Body, and thus considers that the first task of the Committee suggested in paragraph 5 of the First Supplementary Report of the Director-General: Proposals concerning the establishment of an African Advisory Committee, should be defined in a better way: the question of the agenda, date and place of the first African Regional Conference should be considered at the same time as that of the composition of the Governing Body; this Conference should be attended by tripartite delegations from all African countries and non-autonomous territories of the African continent.

As far as the appointment of workers' representatives of the African Advisory Committee is concerned, the World Federation
of Trade Unions approves the suggestions made by the Director-General in paragraph 6 (b) and (c) of the First Supplementary Report, i.e. that they should be elected by an appropriate electoral college. Furthermore, the World Federation of Trade Unions suggests that this electoral college be constituted as soon as the first designations will have been made. This college would be constituted by nationals from the member States and non-autonomous territories in Africa according to the principles laid down by the Governing Body in paragraph 3 of the First Supplementary Note to the third item on the agenda of the 112th Session¹, and also taking into account the particular situation of Africa.

The elections might take place in Geneva on the occasion of the 42nd International Labour Conference in order to allow the Committee to take up its work as soon as possible.

Finally, it is advisable to have it constituted at the moment of the elections to the Governing Body, as this has been the case for the Asian Advisory Committee.


For the Delegation of the W.F.T.U.:
(Signed) Giuseppe Boglietti.

SECOND SUPPLEMENTARY REPORT

Future Action in the Field of Civil Aviation

The text of the second supplementary report is not reproduced here, the Governing Body having decided to defer to its 139th Session consideration of the question of future action in the field of civil aviation.²

THIRD SUPPLEMENTARY REPORT

Participation of Non-Metropolitan Territories as Observers in the 42nd (1958) Session of the International Labour Conference

1. The Director-General has received the following letter from the United Kingdom Government:


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 member 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 requests by the United Kingdom Government, the Governing Body has agreed that invitations should be issued to certain non-metropolitan territories to be represented in this way at the four previous 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 42nd Session of the International Labour Conference:

- Malta.
- Federation of Nigeria.
- Singapore.
- Federation of Rhodesia and Nyasaland.

With regard to the representation of the West Indies at this year's Conference, I am to say that the Federation of the West Indies has now been set up and that the possibility of a request on their behalf is at present under consideration with the interim governing body.

I am, etc.,
(Signed) J. G. Robertson.

2. In accordance with the decision taken by the Governing Body at its 124th Session (Geneva, March 1954) the Governing Body is requested to agree—

(a) that the following territories should be invited to send tripartite observer delegations to the 42nd Session of the International Labour Conference: Malta, the Federation of Nigeria, Singapore, the Federation of Rhodesia and Nyasaland;

(b) that the Federation of the West Indies and Sierra Leone should also be invited to send tripartite observer delegations in the event of supplementary requests being received from the United Kingdom Government on their behalf.

FOURTH SUPPLEMENTARY REPORT

Report by the Officers of the Governing Body concerning Requests by Non-Governmental Organisations To Be Represented by Observers at the International Labour Conference

1. Under the Constitution of the Organisation and the Standing Orders of the Conference non-governmental organisations other than those with which consultative relationships have been established may be invited by the Governing Body (or the Conference) to be represented at the Conference in so far as attendance at the plenary sittings is concerned, while the invitation of such organisations to be represented at committees appointed by the Conference remains a matter for the Conference itself.


2. The Director-General has received requests to be represented at the 41st (Maritime) Session of the International Labour Conference from the International Federation of Christian Factory and Transport Workers and the International Transportworkers' Federation.

3. The International Federation of Christian Factory and Transport Workers is one of the international trade union federations which are members of the International Federation of Christian Trade Unions and share its aims. It was set up in 1920 (after provisional establishment in 1919), and its membership comprises 16 national trade union federations grouping about 100,000 members. Within the Federation there is a special section for seafarers. Its President is Mr. J. Roscam (Belgium).

4. The International Transportworkers' Federation was founded between 1893 and 1898. Its membership is stated to amount to some 5 million workers in 35 countries of Europe, the Americas, Asia and Africa, as well as in Israel, Australia and New Zealand. Its headquarters are in London; it has seven special trade sections (including one for seafarers) and has regional secretariats in New York, India, Mexico City and Tokyo. Its President is Mr. Hans Jahn and its General Secretary Mr. Omer Becu.

5. In accordance with the procedure followed in connection with the 1956 and 1957 Sessions of the Conference, and having satisfied themselves that the requesting organisations are of recognised standing and have an interest in the agenda of this session, the Officers of the Governing Body unanimously recommend to the Governing Body that it should invite the International Federation of Christian Factory and Transport Workers and the International Transportworkers' Federation to be represented by observers at the 41st (Maritime) Session of the Conference.


6. The Director-General has received requests to be represented by observers at the 42nd Session of the Conference from the following non-governmental organisations, which state that they are interested in the agenda items indicated: International Council of Commerce Employers (organisation of occupational health services in places of employment; hours of work); International Association of Crafts and Small and Medium-Sized Enterprises (discrimination in the field of employment and occupation; hours of work); International Landworkers' Federation (conditions of employment of plantation workers).

7. The International Council of Commerce Employers unites organisations belonging to 12 Western European countries, Argentina, Brazil, the United States and Peru.
Founded in 1947-48, the Council comprises national associations of commerce employers, representing them at the international level, and concerns itself with the problems of relations between employers and their salaried employees and workers in commercial undertakings. Its Honorary Presidents are Mr. Gunnar Nordholm (Sweden) and Mr. Raoul Meyer (France), its President is Mr. Nic. Freuchen (Norway) and its Secretary-General Mr. J. de Bonnafos (France). The request from this organisation for representation was granted in respect of the 1955, 1956 and 1957 Sessions of the Conference and, on the recommendation of the Selection Committee, a representative of the Council was added as a technical expert without power to vote to the Committee on Welfare Facilities in 1955, and to the Committee on Weekly Rest in Commerce and Offices in 1956 and 1957.

8. The International Association of Crafts and Small and Medium-Sized Enterprises was founded in 1947: it is described as comprising national associations from the following countries: Germany, Austria, Belgium, Spain, France, Greece, Italy, Liechtenstein, Luxembourg, the Netherlands, Switzerland and Turkey, with a total membership of about 4 million independent enterprises. Its headquarters are in Berne; its President is Mr. Léon Gingembre (France) and its Secretary-General Mr. R. Jaccard (Switzerland). The Association’s aims are described as including the maintenance and development of standards of quality in work and individual services and the unrestricted growth of the element of personal effort in the economy. Its activities are stated to consist of the international educational exchange of young artisans and businessmen and studies on such subjects as the economic importance of master-craftsmen, the legal regulation of working hours, and cartels and similar agreements in the various countries. A representative of the Association was added by the 1957 Session of the Conference, upon the recommendation of the Selection Committee, as a technical expert without power to vote to the Committee on Weekly Rest in Commerce and Offices.

9. The International Landworkers' Federation is the most representative international organisation of agricultural workers and collaborates closely with the Office. Founded in 1920, it has a total membership of over a million workers in Austria, Belgium, Denmark, Finland, France, Germany, Italy, the Netherlands, Norway, the Saar, Sweden, Switzerland, the United Kingdom and the United States. Its President, who would represent it at the Conference, is Mr. E. G. Gooch, M.P., President of the Agricultural Workers’ Federation in the United Kingdom and former Chairman of the British Labour Party, and expert member of the I.L.O. Permanent Agricultural Committee in his personal capacity. A representative of the Federation was added by the 1955 and 1956 Sessions of the Conference, upon the recommendation of the Selection Committee, as a technical expert without power to vote to the Committee on Agriculture, and similar action was taken by the 1957 Session of the Conference in respect of the Committee on Work on Plantations.

10. In considering the request from the International Association of Crafts and Small and Medium-Sized Enterprises, the Officers took the view that the interest of this organisation in the question of discrimination in the field of employment and occupation was not of a nature or degree which would justify its representation at the Conference by an officially invited observer, but decided to recommend the granting of the application in connection with the Association's interest in the question of hours of work.

FIFTH SUPPLEMENTARY REPORT
Proposal to Discontinue the Manpower and Employment Committee of the Governing Body

1. In March 1948 the Governing Body decided to establish a small Manpower Committee to advise on the implementation of a programme designed to help in solving the manpower problems which European countries were experiencing at that time. The need soon appeared to extend the activities of the I.L.O. in other regions, and by 1949 an Asian Manpower Committee and a Latin American Manpower Committee had been set up side by side with the original European Manpower Committee. The three committees were subsequently merged, and a single Manpower and Employment Committee continued the task of advising on the I.L.O.'s manpower programme in all parts of the world.

2. The Committee rendered great service, particularly in the initial stages of launching and organising the Organisation’s manpower programme, and in the implementation of the Special Migration Programme. In recent years, however, the operational programme of the I.L.O. in the manpower field has been almost entirely conducted within the framework of the Expanded Programme of Technical Assistance. As a result, the original tasks of the Manpower and Employment Committee have to a large extent devolved upon the Technical Assistance Committee of the Governing Body, and the Manpower and Employment Committee has been increasingly in the position of reviewing activities which were also being discussed in the Technical Assistance Committee. Attention has recently been drawn to this situation in the Governing Body, and it has given rise to criticism within the Committee itself, members have felt that such duplication resulted in loss of time.

3. At a time when the workload of the Governing Body is constantly increasing it would seem desirable to keep the number of committee meetings which must be attended by its members down to the minimum compatible with the accomplishment of the Governing Body’s task, particularly having regard to the difficulties sometimes experienced by the groups in managing committees when several meetings occur simultaneously.

4. In view of the foregoing considerations, the Governing Body may wish to consider the proposal that the Manpower and Employment Committee be discontinued.
APPENDIX XXII

Twenty-second Item on the Agenda: Programme of Meetings

Meeting on Conditions of Work and Employment of Nurses

1. Proposals have been made to the Governing Body under the eleventh item of its agenda concerning a Meeting on Conditions of Work and Employment of Nurses, for which provision has been made in the 1958 budget. If the proposals are approved, it is suggested that the Meeting on Conditions of Work and Employment of Nurses should be held in Geneva from Monday, 6 to Saturday, 11 October 1958.

Meeting of Experts on Teachers’ Problems

2. The Governing Body approved at its 137th Session proposals for a Meeting of Experts on Teachers’ Problems, for which provision has been made in the 1958 budget. It is proposed that the Meeting of Experts on Teachers’ Problems should be held in Geneva from Monday, 20 October to Saturday, 1 November 1958.

Tripartite Technical Meeting on the Timber Industry

3. The Governing Body approved at its 135th Session proposals for a Tripartite Technical Meeting on the Timber Industry, for which provision has been made in the 1958 budget. It is proposed that the meeting should be held for a period of 12 calendar days during the last quarter of 1958, the precise dates to be fixed at the 139th Session of the Governing Body.

APPENDIX XXIII

Twenty-third Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

Textiles Committee
(Sixth Session, Geneva, 14-25 April 1958)

1. At its last session the Governing Body appointed the Employers’ and Workers’ representatives on its delegation to the Sixth Session of the Textiles Committee, but postponed the appointment of the Chairman and Government group representative.

2. The Governing Body is requested to appoint a Chairman and Government group representative for the Sixth Session of the Textiles Committee.

Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference

3. At its last session the Governing Body decided to establish a Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference on the basis of the material contained in the document submitted by the Director-General at that session, and to postpone to its next session the determination of the composition of the Committee and the appointment of its members.

4. The Governing Body is requested—

(a) to determine the size of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference and the number of members to be appointed from each group;

(b) to appoint the members of the Committee on the basis of nominations from the three groups.
APPENDIX XXIV

Twenty-fourth Item on the Agenda: Date and Place of the 139th Session of the Governing Body

1. At its 137th Session the Governing Body provisionally agreed that the 139th Session of the Governing Body and its Committees should be held in Geneva from Monday, 26 to Saturday, 31 May 1958.

2. Following the usual practice in respect of the summer session, the Director-General will endeavour to restrict the business placed before the Governing Body to the essential minimum. The final sitting of the session will, as usual, be held at the end of June, at the close of the 42nd Session of the International Labour Conference.

3. It is proposed that the meetings of the Governing Body Committees in connection with the 139th Session should be held from Monday, 26 to Wednesday, 28 May 1958, with group meetings on Thursday, 29 May, and that the Governing Body should meet on Friday, 30 and Saturday, 31 May.

4. The Governing Body is invited to approve the dates proposed above for its 139th Session.

APPENDIX XXV

Twenty-fifth Item on the Agenda: Report of the Allocations Committee

The paper relating to this item, being of a confidential nature, is printed separately in accordance with the normal practice.
APPENDIX XXVI

Alphabetical List of Persons Attending the Session

AGO, Roberto (Italian), Government representative; Professor of International Law, Rome University; representative of the Government of Italy on the Governing Body.

AHMAD, Faiz (Pakistani), Workers' representative; Secretary-General, All-Pakistan Confederation of Labour.

AMBARK, Gangadhar D. (Indian), Workers' representative; General Secretary, Rashtriya Mill Mazdoor Sangh, Bombay.

ANDERSON, Stewart G. (United States), Office of International Economic and Social Affairs, Department of State, accompanying Mr. Wilkins, Government representative.


AYE, M. (Burmese), Employers' deputy member; member of the Executive Committee, Union of Burma Chamber of Commerce and Industry.

AZIMI, Sadegh (Iranian), Government observer; Labour Attaché, Permanent Delegation of Iran to the European Office of the United Nations and the specialised agencies in Geneva.

BARBOZA-CARNEIRO, Julio Augusto (Brazilian), Government representative; Ambassador; representative of the Government of Brazil on the Governing Body.

BAVERSTOCK, Sylvia, Liaison Officer, Department of Plans and Liaison, Intergovernmental Committee for European Migration, accompanying Mr. Bettini.

BECKER, Aron (Israeli), Workers' deputy member; Head of the Trade Union Department, General Federation of Labour.

BELLELLI, Francesco (Italian), International Organisations Bureau, Ministry of Foreign Affairs, accompanying Mr. Ago, Government representative.

BELLINGHAM-SMITH, Christopher (United Kingdom); Principal Assistant (International), British Employers' Confederation; substitute for Sir Richard Snedden, Employers' representative.

BERGENSTRÖM, Gullmar (Swedish), Employers' representative; President, International Council of the Danish, Finnish, Norwegian and Swedish Employers' Confederations.

BERTRAND, Pierre, representative of the World Health Organization (Chief, Office of External Relations).

BETTINI, E., representative of the Intergovernmental Committee for European Migration (Chief, Department of Plans and Liaison).

BJÖRCK, Wilhelm (Swedish), Government representative (substitute for Mr. Michanek); former Director-General, Paymaster-General's Office; former Under-Secretary of State in the Ministry of Social Affairs, Labour and Housing.

BOBO, Jorge (Philippine), Government representative; Chairman, Code Commission; representative of the Government of the Philippines on the Governing Body.

BOGLIETTI, Giuseppe, observer representing the World Federation of Trade Unions; Permanent representative in Geneva of the W.F.T.U.

BONNESEN, Joachim (Danish), Government deputy member; Chief of the International Relations Division, Ministry of Social Affairs.


BOSON, Marcel, observer representing the International Co-operative Alliance.

BO THEREAU, Robert (French), Workers' representative; General Secretary, General Confederation of Labour (Force ouvrière).

BRAVO, Dr. A. L., representative of the World Health Organisation (Chief, Social and Occupational Health Section).

BURN, Lewis Charles, C.B.E. (Australian), Employers' representative; President of the Australian Council of Employers' Federations and of the Victorian Employers' Federation.

CALDERÓN PUY, Emilio (Mexican), Government representative; Minister Plenipotentiary; representative of the Government of Mexico on the Governing Body; Chairman of the Governing Body.

CAMEJO ARGUDÍN, José Enrique (Cuban), Government deputy member; Envoy Extraordinary and Minister Plenipotentiary; Permanent delegate of Cuba to the international organisations in Geneva; representative of the Government of Cuba on the Governing Body.

CAMANELLA, Pietro (Italian), Employers' representative; Member of the Board of the General Confederation of Italian Industry.

CASSELS, J. S. (United Kingdom), Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

COĐAN, Paul, Chief of the Administrative and Financial Services, European Office of the United Nations, accompanying Mr. Spinelli.


DE CURTON, Emile (French), Counsellor; Permanent representative of the French Government to the European Office of the United Nations and the specialised agencies, accompanying Mr. Ramadier, Government representative.

DANIAL, Atef (Syrian), Secretary, Permanent Delegation of Syria to the European Office of the United Nations, accompanying Mr. Kabbani, Government deputy member.

DAVID, Adrian, European Office of the United Nations, accompanying Mr. Spinelli.

DE BOCK, Nathalis (Belgian), Workers' deputy member; National Secretary of the Belgian Federation of Labour.
DELANEY, George Philip (United States), Workers' representative; International Representative, American Federation of Labor and Congress of Industrial Organizations.

DÍAZ SALAS, Juan (Chilean), Employers' representative; Secretary-General of the Confederation of Production and Commerce.

DONOSO SILVA, Fernando (Chilean), Government representative; Minister Plenipotentiary; Permanent delegate of Chile to the European Office of the United Nations and the international organisations in Geneva; representative of the Government of Chile on the Governing Body.

DUDLEY-MARTIN, William, Assistant to the Secretary-General of the International Organisation of Employers, accompanying Mr. Emery.

DUNDAR, Haydar (Turkish), Employers' deputy member; President of the Assembly of the Izmir Chamber of Commerce.

DUNNING, H. A. (United Kingdom), International Department, British Trades Union Congress, accompanying Sir Alfred Roberts, Workers' representative.

EGGERMANN, Georges, observer representing the International Federation of Christian Trade Unions; Permanent representative of the I.F.C.T.U. accredited to the international organisations in Geneva.

ELBARIANTS, Valentina F. (U.S.S.R.), Secretary, accompanying Mr. Arutuniyan, Government representative.

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), Employers' deputy member; Adviser on International Affairs, Confederation of German Employers' Associations.

FENNEMA, Antony Gerardus (Netherlands), Employers' deputy member; Director, Employers' Federation for International Social Affairs.

DE LA FUENTE LOCKER, Max (Peruvian), Government representative; Minister Plenipotentiary; Permanent Delegate of Peru to the international organisations in Geneva; representative of the Government of Peru on the Governing Body.

GELLER, Gregor (German, Federal Republic), Director, Ministry of Labour; substitute representative of the Government of the Federal Republic of Germany on the Governing Body.

GHAYOUR, Massoud (Iranian), Employers' representative; Vice-President, Executive Committee, Industrial Employers' Association of Iran.

GONZÁLEZ TELLECHEA, Ignacio (Cuban), Workers' deputy member; Foreign Relations Secretary, Cuban Confederation of Labour.


GOULET, Paul (Canadian), Assistant to the Deputy Minister of Labour; Director, International Labour Organisation Branch, Ministry of Labour, accompanying Mr. Haythorne, Government representative.

GUSSOUS, Abdelhamid (Moroccan), Government deputy member; Labour Inspector; Attaché de Cabinet, Ministry of Labour and Social Affairs.

HAFEEZ, Dr. H., representative of the World Health Organisation (Medical Liaison Officer).

HAIGHT, F. A., Head of the Operations Unit, Contracting Parties to the General Agreement on Tariffs and Trade, substitute for Mr. Royer.

HARAGUCHI, Yukitaka (Japanese), Workers' deputy member; President, General Council of Trade Unions of Japan.

HAUCK, Henry (French), Minister Plenipotentiary; Labour Attaché in the French Embassy, London; substitute for representative of the Government of France on the Governing Body.

HAYTKOWNE, 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. Björck, Government representative.

HEPPING, Sixten (Swedish), Chief of the Technical Assistance Division, Swedish Institute for Cultural Relations with Foreign Countries; Secretary of the Swedish National Committee for Technical Assistance; accompanying Mr. Björck, Government representative.

VON HOLTEN, Johan (Swedish), Secretary, International Council of the Danish, Finnish, Norwegian and Swedish Employers' Confederations, accompanying Mr. Bergström, Employers' representative.

JAY, R. Harry (Canadian), Canadian Permanent Mission to the European Office of the United Nations; substitute for Mr. Haythorne, Government representative.

KABBANI, Zoher (Syrian), Government deputy member; Minister Plenipotentiary; Permanent Delegate of Syria to the European Office of the United Nations.

KAIJE, Shingo (Japanese), Government representative; Senior Counsellor for International Social Affairs, Ministry of Labour; representative of the Government of Japan on the Governing Body.

KAUFMANN, Max (Swiss), Government deputy member; former Director, Federal Office of Industry, Arts and Crafts, and Labour; representative of the Government of Switzerland on the Governing Body.


KUDO, Seiji (Japanese), First Secretary, Permanent Delegation of Japan to the international organisations in Geneva, accompanying Mr. Kaite, Government representative.

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 Organisation for European Economic Co-operation (Head of the Manpower Division).

LEE, Yeneng (Chinese), Ministry of the Interior; substitute representative of the Chinese Government on the Governing Body.

LOMAZZI, R. (Italian), Chief, Office of Foreign Relations and Migration, Italian Confederation of Workers' Unions, accompanying Mr. Pastore, Workers' deputy member.
LUKAC, Branko, Liaison Officer in Europe of the Technical Assistance Board, accompanying Mr. Spinelli.

McGowan, Graham W. (United States), Special Assistant to the Secretary of Commerce, Department of Commerce, accompanying Mr. Wilkins, Government representative.

MACHADO NETO, Brasilio (Brazilian), Employers' deputy member; National Confederation of Commerce.


MAJID, H. A. (Pakistani), Government representative; Secretary to the Government of Pakistan, Ministry of Labour.

MASSACESI, F., representative of the High Authority of the European Coal and Steel Community (Director, Labour Problems Division).


MÉRIGO AZA, Juan Antonio (Mexican), Permanent Delegation of Mexico to the international organisations in Geneva, accompanying Mr. Calderón Puig, Government representative.

MERMILLOD, Louis (French), National Council of French Employers, accompanying Mr. Waline, Employers' representative.

MISHIRO, Akio (Japanese), Employers' deputy member; Chairman of the I.L.O. Committee, Japanese Federation of Employers' Associations.

MOCHI-ONORI, Manuzio (Italian), International Relations Branch, General Confederation of Italian Industry; substitute for Mr. Campanella, Employers' representative.

MÖRÖ, Jean (Swiss), Workers' deputy member; Secretary, Swiss Federation of Trade Unions.

MYRDDIN-EVANS, Sir Guildhaume, K.C.M.G., C.B. (United Kingdom), Government representative; Chief International Labour Adviser to Her Majesty's Government; Deputy Secretary, Ministry of Labour and National Service; representative of the United Kingdom Government of the Governing Body.

NASR, Marwan (Lebanese), Employers' substitute deputy member; Association of Lebanese Industrialists.


NIELSEN, Einar (Danish), Workers' representative; Vice-President, Confederation of Danish Trade Unions.

NORIEGA, Boris Pavlovich (U.S.S.R.), Second Secretary, Ministry of Foreign Affairs, accompanying Mr. Arutunian, Government representative.

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.

PELisson, Pierre (French), Inspector-General of Labour and Social Legislation; Chief of the Labour and Manpower Service, Ministry of Overseas France, accompanying Mr. Ramadier, Government representative.

PEQUENO, Syndulpho de Azevedo (Brazilian), Workers' representative; President, Brazilian Federation of Land Transport Workers.

PIMENOV, Pyotr Timofeevich (U.S.S.R.), All-Union Central Council of Trade Unions, accompanying Mr. Arutunian, Government representative.

POMÉS, Victor (Uruguayan), Government deputy member; Minister Plenipotentiary; Permanent Delegate of Uruguay to the European Office of the United Nations; representative of the Government of Uruguay on the Governing Body.

POSTERARO, Gabriele (Italian), International Affairs Division, Ministry of Labour and Social Welfare, accompanying Mr. Arutunian, Government representative.

PURPURA, Rosario (Italian), Director-General of Industrial Relations, Ministry of Labour and Social Welfare; substitute representative of the Italian Government on the Governing Body.

RAHARDT, E. K., Deputy Chief, Department of Plans and Liaison, Intergovernmental Committee for European Migration, accompanying Mr. Bettini.

RAMADIER, Paul (French), Government representative; former Prime Minister; representative of the Government of France on the Governing Body.

RIBEIRO DA CUNHA, Alexandre (Portuguese), Government deputy member; Acting Secretary-General, Ministry of Corporations and Social Welfare; substitute representative of the Government of Portugal on the Governing Body.

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 Myrdin-Evans, Government representative.

ROYER, Jean, representative of the Contracting Parties to the General Agreement on Tariffs and Trade (Deputy Executive Secretary).

RUSSERT, Martin (Netherlands), Workers' deputy member; President, Netherlands Federation of Christian Trade Unions.

SAINTIGNY, Gabriel (French), National Council of French Employers, accompanying Mr. Waline, Employers' representative.

SÁNCHEZ JUÁREZ, Delfín (Mexican), Chief of the International Affairs Division, Mexican Social Security Institute; substitute for Mr. Calderón Puig, Government representative.

SÁNCHEZ MADARIAGA, Alfonso (Mexican), Workers' representative; Secretary, Federal District Workers' Federation.

SATO, Shoji (Japanese), First Secretary, Permanent Delegation of Japan to the international organisations in Geneva; substitute representative of the Government of Japan on the Governing Body.
SAUERBORN, Maximilian (German, Federal Republic), Government representative; former Secretary of State, Ministry of Labour; representative of the Government of the Federal Republic of Germany on the Governing Body.

SAUTIN, Ivan Vasiliyevich (U.S.S.R.), Member of the State Commission on Labour and Wages, U.S.S.R. Council of Ministers, accompanying Mr. Arutunian, Government representative.

SAVIRÓN, José Ángel (Dominican Republic), Government observer; Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate of the Dominican Republic to the International Labour Organisation.

BEN SEDDIK, Mahjoub (Moroccan), Workers' deputy member; General Secretary, Moroccan Workers' Union.

SAW, Patrick (Australian), Government deputy member; Australian Ambassador to the Federal Republic of Germany; representative of the Government of Australia on the Governing Body.

SHITA, Salem (Libyan), Workers' substitute deputy member; General Secretary, Libyan General Workers' Union.

SHKUNAEV, Vladimir Glebovich (U.S.S.R.), First Secretary, Ministry of Foreign Affairs, accompanying Mr. Arutunian, Government representative.

SIMONOVITCH, Simon (Liberian), Employers' substitute deputy member; President, Liberia Chamber of Commerce.

SNEEDEN, 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.

SOHNS, E. C. (Netherlands), International Affairs Division, Ministry of Social Affairs and Public Health, accompanying Mr. Troclet, Government representative.

SPINELLI, Pier Pasquale, representative of the United Nations (Director of the European Office).

STOKMAN, Father J. G., O.F.M., M.P. (Netherlands), accompanying Mr. Troclet, Government representative.

TATA, Naval H. (Indian), Employers' representative; Director of Tata Industries Ltd., Bombay.

TENNFIORD, Finn, representative of the Council of Europe (Head of the Social Division of the Secretariat General).

THOMAS, Fritz (German, Federal Republic), Senior Counsellor, Ministry of Labour, accompanying Mr. Sauerborn, Government representative.

TILLI, Ahmed (Tunisian), Workers' substitute deputy member; General Secretary of the General Union of Tunisian Workers.

TOBIAS, George (United States), Labor Attaché, United States Resident Delegation for International Organisations in Geneva, accompanying Mr. Wilkins, Government representative.

TROCLET, Léon-Eli (Belgian), Government representative; Minister of Labour and Social Welfare.

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), Attorney, Labor Relations Department, United States Chamber of Commerce, accompanying Mr. Parker, Employers' representative.

VIELKOV, Veliko Entchev (Bulgarian), Government observer; Permanent Delegate of the People's Republic of Bulgaria to the European Office of the United Nations and the international organisations 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 Chief of the Private Office of the Minister of Labour and Social Welfare, accompanying Mr. Troclet, Government representative.

WELLNER, Pavel (Czechoslovak), Counsellor of Embassy, Ministry of Foreign Affairs; substitute for Mr. Erban, Government representative.

WILKINS, J. Ernest (United States), Government representative; Assistant Secretary of Labor; representative of the Government of the United States on the Governing Body.


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.

ZOFKA, Borek, Geneva Office of the International Confederation of Free Trade Unions, accompanying Mr. Patteet.
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