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The Governing Body
of the International Labour Office

MINUTES OF THE 140th SESSION

The 140th Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 18 to Friday, 21 November 1958.

The Governing Body was composed as follows:

**Chairman:** Mr. BARBOZA-CARNEIRO.

**Government group:**
- Belgium: Mr. PÊTRE.
- Brazil: Mr. FÁRIA.
- Canada: Mr. HAYTHORNE.
- Chile: Mr. BENÍTEZ GALLARDO.
- China: Mr. YÔ.
- Czechoslovakia: Mr. ERBAN.
- France: Mr. HAUCK.
- Federal Republic of Germany: Mr. CLAUSSEN.
- India: Mr. MERANI.
- Iraq: Mr. AL-AANJ.
- Italy: Mr. AGO.
- Japan: Mr. KAWASAKI.
- Mexico: Mr. BRAVO CARO.
- Pakistan: Mr. RAHIM.
- Peru: Mr. CISNEROS.
- Philippines: Mr. BOCOBO.
- Sweden: Mr. MICHAJNEK.
- Union of Soviet Socialist Republics: Mr. CHISTYAKOV.
- United Kingdom: Sir Guildhaume MYRDDIN-EVANS.
- United States: Mr. LODGE.

**Employers' group:**
- Mr. BERGENSTRÖM.
- Mr. BURNE.
- Mr. CAMPANELLA.
- Mr. DÍAZ SALAS.
- Mr. GAYOUR.
- Mr. PARKER.
- Sir Richard SNEDDEN.
- Mr. TATA.
- Mr. WALINE.
- Mr. YLLANES RAMOS.

**Workers' group:**
- Mr. AMBEKAR.
- Mr. BOTHEREAU.
- Mr. FAJUL.
- Mr. MONK.
- Mr. NIELSEN.
- Mr. PEQUEÑO.
- Mr. RICHTER.
- Sir Alfred ROBERTS.
- Mr. SÁNCHEZ MADARIAGA.
- Mr. BEN SEDDIK.

The following regular representatives were absent:

**Government group:**
- France: Mr. RAMADIER.
- Iraq: Mr. JAWAD.
- Mexico: Mr. CALDERÓN PUIG.
- Union of Soviet Socialist Republics: Mr. ARUTIUNIAN.

**Workers' group:**
- Mr. AHMAD.

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

**Government group:**
- Argentine: Mr. PICO.
- Australia: Mr. SHAW.
- Cuba: Mr. CAMEJO ARGUDÍN.
- Denmark: Mr. DREYER.
- Morocco: Mr. GUSSOUS.
- Portugal: Mr. RIBEIRO DA CUNHA.
- Switzerland: Mr. KAUFMANN.
- United Arab Republic: Mr. KAMEL.
- Uruguay: Mr. PÔMÉS.

**Employers' group:**
- Mr. Mishiro.
- Mr. ERDMANN.
- Mr. PINILLA.
- Mr. FENNEMA.
- Mr. DÜNDAR.
- Mr. Kuntschen.
- Mr. O'BRIEN.
- Mr. AYE.
- Mr. ZÜNGA.
- Mr. VAN LINT.

**Workers' group:**
- Mr. BECKER.
- Mr. De BOCK.
- Mr. GONZález TELLECHEA.
- Mr. HARAGUCHI.
- Mr. KRIER.
- Mr. MARCOVECCHIO.
- Mr. MÔRI.
- Mr. SABRÓSO MONTOYA.
- Mr. SHITA.
- Mr. THONDAMAN.

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

- Bulgaria: Mr. STOYANOV.
- Colombia: Mr. JIMÉNEZ SUÁREZ.
- Iran: Mr. AZIMI.
- Tunisia: Mr. CHERIF.
- Venezuela: Mr. RIVAS.
There were also present:

Mr. Morse, Director-General of the International Labour Office.
Mr. Rens, Deputy Director-General.
Mr. Rao, Assistant Director-General.
Mr. Jenks, Assistant Director-General.
Mr. Alvarado, Assistant Director-General.
Mr. Yalden-Thomson, Assistant Director-General.
Mr. Ammar, Assistant Director-General.
Mr. Blanchard, Assistant Director-General.
Mr. Wheeler, Treasurer and Financial Comptroller.
Mr. Mowat, Secretary of the Governing Body.

Representatives of international governmental organisations:

United Nations: Mr. Paltney.
Food and Agriculture Organisation: Mr. Sinard.
World Health Organisation: Mr. Bertrand.
General Agreement on Tariffs and Trade: Mr. Royer.
Organisation for European Economic Co-operation: Mr. Card.
European Economic Community: Mr. De Muynck.
Intergovernmental Committee for European Migration: Mr. Bettini.

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. Bellingham-Smith, substitute for Sir Richard Snedden.
Mr. Borisov, accompanying Mr. Chistyakov.
Mr. Brana, accompanying Mr. Pico.
Mr. Cassels, accompanying Sir Guildhaume Myrddin-Evans.
Miss Creelman, accompanying Mr. Bertrand.
Mr. Crijns, accompanying Mr. De Muynck.
Mr. de Curton, accompanying Mr. Hauck.
Mr. Dudley-Martin, accompanying Mr. Emery.
Mr. Dunning, accompanying Sir Alfred Roberts.
Mr. Ernst, accompanying Mr. Claussen.
Mr. de la Fuente Locker, substitute for Mr. Cisneros.
Mr. Geller, substitute for Mr. Claussen.
Miss Gracey, accompanying Sir Guildhaume Myrddin-Evans.
Dr. Hafezi, accompanying Mr. Bertrand.
Mr. Haught, accompanying Mr. Royer.
Mr. Heinrici, substitute for Mr. Michaelik.
Mr. von Holten, accompanying Mr. Bergstrom.
Mr. Jay, substitute for Mr. Haythorne.
Mrs. Kalnis, accompanying Mr. Sinard.
Mr. Kudo, substitute for Mr. Kawasaki.
Mr. Lagasse, accompanying Mr. Emery.
Mr. Lambert, accompanying Mr. De Muynck.
Mr. Lee, substitute for Mr. Yo.
Mr. Luban, accompanying Mr. Rivas.
Mr. Lukac, accompanying Mr. Paltney.
Mr. McGowan, accompanying Mr. Lodge.
Miss McPherson, accompanying Mr. Shaw.
Mr. Mainwaring, accompanying Mr. Haythorne.
Mr. Makarevich, accompanying Mr. Chistyakov.
Mr. Makeev, accompanying Mr. Chistyakov.
Mr. Merlinod, accompanying Mr. Waline.
Mr. Milhau, accompanying Mr. Paltney.
Mr. Miyamoto, accompanying Mr. Kawasaki.
Mr. Mochi-Onori, substitute for Mr. Campanella.
Mr. Mulet, accompanying Mr. Bettini.
Mr. Mulliken, accompanying Mr. Lodge.
Mr. Pelisson, accompanying Mr. Hauck.
Mr. Posteraro, accompanying Mr. Ago.
Mr. Purpura, substitute for Mr. Ago.
Mr. Rahardt, accompanying Mr. Bettini.
Mr. Rehling, accompanying Mr. Paltney.
Mr. Saigany, accompanying Mr. Waline.
Mr. Sautin, accompanying Mr. Chistyakov.
Mr. Sauvage, accompanying Mr. Petre.
Mr. Shkunave, accompanying Mr. Chistyakov.
Mr. Sohns, accompanying Mr. Petre.
Mr. Stahl, substitute for Mr. Erban.
Father Stokman, accompanying Mr. Petre.
Mr. Thomas, accompanying Mr. Claussen.
Mr. Tobias, accompanying Mr. Lodge.
Mr. Toro, accompanying Mr. Rivas.
Mr. Vanek, accompanying Mr. Emery.
Mr. Van Meter, substitute for Mr. Parker.
Mr. Vejlby, substitute for Mr. Dreyer.
Mr. Wallin, accompanying Mr. Petre.
Mr. Weidel, accompanying Mr. Richter.
Mr. Zempek, substitute for Mr. Lodge.
Mr. Zofka, accompanying Mr. Patteet.
MINUTES OF THE FIRST SITTING

(Tuesday, 18 November 1958—10.15 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Ago, Mr. Al-Aani, Mr. Ambekar, Mr. Bergström, Mr. Bocobo, Mr. Bothereau, Mr. Bravo Caro, Mr. Burne, Mr. Campanella, Mr. Chistyakov, Mr. Cisneros, Mr. Claussen, Mr. Díaz Salas, Mr. Erban, Mr. Frías, Mr. Faupl, Mr. Ghayour, Mr. Hauck, Mr. Haythorne, Mr. Kawasaki, Mr. Lodge, Mr. Merani, Mr. Michanek, Mr. Monk, Sir Guildhaume Myrdin-Evans, Mr. Nielsen, Mr. Pakker, Mr. Pequeno, Mr. Pétre, Mr. Rahim, Mr. Richter, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. Ben Sedik, Sir Richard Snedden, Mr. Tata, Mr. Waline, Mr. Yllanes Ramos, Mr. Yü.

Absent: The representative of the Government of Chile.

OPENING OF THE SESSION

The Chairman welcomed members, the Government representatives present for the first time and representatives of international organisations attending the Governing Body.

FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 139th Session

The Governing Body approved the minutes of the 139th Session subject to the insertion of the corrections received.

RENEWAL OF APPOINTMENT OF THE DEPUTY DIRECTOR-GENERAL

The Director-General said that, having consulted the Officers, he now sought the agreement of the Governing Body, in accordance with the Staff Regulations, for the renewal of the appointment of Mr. Jef Rens, whose initial period of appointment would expire in December 1959, as Deputy Director-General of the International Labour Office for a further period of five years. Members of the Governing Body were familiar with the character of Mr. Rens, his talents and his devotion to the Organisation and its objectives. It was a matter of personal satisfaction to himself, and gave him great encouragement for the work which lay ahead, that Mr. Rens should have agreed to the proposal for reappointment.

Sir Guildhaume Myrdin-Evans expressed admiration and warm friendship for Mr. Rens and cordially welcomed the proposal on behalf of the Government group.

Sir Alfred Roberts expressed the unanimous support of the Workers' group for the proposal and paid tribute to Mr. Rens's ability, intelligence, objectivity and devotion to the I.L.O.

Mr. Waline, on behalf of the Employers' group, endorsed the tributes which had been paid to Mr. Rens and supported the proposal.

Mr. Lodge, Mr. Hauch, Mr. Cisneros, Mr. Pomés, Mr. Ago, Mr. Pétre, Mr. Merani, Mr. Yü and the Chairman all paid tribute to Mr. Rens's outstanding qualities and experience and welcomed the proposal for his reappointment.

The Governing Body unanimously approved the decision of the Director-General to renew the appointment of Mr. Jef Rens as Deputy Director-General of the International Labour Office for a further period of five years from December 1959.

The Deputy Director-General (Mr. Rens) thanked the Director-General for his decision and the Governing Body for its support. Members could be assured that the achievement of social progress in peace, which was the ideal of the International Labour Organisation, would remain ever uppermost in his mind.

APPOINTMENT OF MR. FAUPL TO FILL VACANCY AMONG THE WORKERS' MEMBERS OF THE GOVERNING BODY

Sir Alfred Roberts said that, in accordance with article 5 of the Standing Orders, the Workers' group had decided to appoint Mr. Faupl from the United States as a regular member of the Governing Body to fill the vacancy created by the resignation of Mr. Delaney as from 10 November.¹ The Workers' group believed that he would be an acquisition to the group and to the Governing Body as a whole.

The Chairman welcomed Mr. Faupl on behalf of the Governing Body and invited him to take his seat.

Mr. Faupl took his seat among the Workers' members of the Governing Body.

SECOND ITEM ON THE AGENDA

Date, Place and Agenda of the 44th (1960) Session of the International Labour Conference

Date.

The Governing Body decided that the 44th (1960) Session of the International Labour Conference should open on Wednesday, 1 June 1960.

Place.

The Governing Body decided that the session should be held in Geneva.

Agenda.

The Governing Body took note of paragraphs 3 and 4 of the Office document.

¹ See below, Minutes of the Seventh Sitting, p. 54.
Mr. Lodge thought that nearly all of the new items suggested could be profitably discussed, so that the decision which had to be taken was the choice of the most urgent.

The history of lack of ratification of the existing Conventions on hours of work seemed to indicate dissatisfaction with those instruments. If, therefore, the Governing Body selected the reduction of hours of work as an item for the agenda in accordance with the Conference's request, he hoped that it might be discussed more in terms of a revision of an existing Convention than with a view to a new instrument.

The United States Government enthusiastically supported a general discussion by the Conference of the improvement of conditions in rural communities, this being a type of activity for which the resources of the Organisation were peculiarly well suited. His Government would like to see discussed under this item questions of underemployment, low productivity, inadequate living standards in rural communities, such matters as the isolation and stagnation of rural communities, and the ways in which the operational activities of the I.L.O. could be helpful in solving the problems of rural communities.

As the fifth and final technical item on the agenda of the 1960 Session of the Conference he supported that of vocational training, with a view in effect to drafting a whole new set of standards, taking account of new developments and new needs in the field, in accordance with the double-discussion procedure. In addition, he hoped the Conference might consider in connection with this item all the ways in which the International Labour Organisation's technical assistance programmes could be more effectively utilised to help countries to apply the standards set. Experts in vocational training from all over the world would be present for the discussion and it would be a pity not to take advantage of their presence to discuss, at the same time as the standards themselves, the ways in which the I.L.O. could help to secure the implementation of these standards.

The other items were important and he hoped that there might be an extension as being deferred rather than rejected. The question of equality of treatment in social security might well be considered after the Committee of Social Security Experts had met in 1959 and had reviewed the order of priority of questions in the field of social security. Workers' housing was also an important matter. The United States Government had certain technical reservations in connection with the law and practice report on this item, but thought that the Conference might well discuss the subject fruitfully at a later date.

Mr. Bocobo said that the Philippine Government wished top priority to be given to the question of the reduction of hours of work, involving as it did the very life and health of the workers and the dignity of the human person. He believed that in a matter of this kind the majority will of the Conference, as expressed in its 1958 resolution, should prevail. There was urgent need for attention to reduction of hours in particular in arduous or dangerous work such as mining, the manufacture of dangerous chemicals and in employment which caused occupational diseases. Special consideration should also be given to the requests made by various meetings, e.g. the recent Ad Hoc Meeting on Conditions of Work and Employment of Nurses (Geneva, October 1958), that special attention should be paid to particular occupations.

Sir Alfred Roberts welcomed Mr. Lodge's sympathetic attitude to the suggested items although he could not entirely agree with him as to their relative urgency. The Workers' group believed that there should be three new items, namely the reduction of hours of work, workers' housing, and the raising of incomes and living conditions in rural communities.

In connection with hours of work, the Workers' group would not object to the Director-General being asked to submit a document setting out the advantages and disadvantages of a revision of existing Conventions, provided that the Governing Body decided on the principle of the inclusion of this item. Revision implied a single-discussion procedure, however, whereas in this case he thought double discussion would be preferable.

It was three years since the Workers' group had first raised the question of workers' housing as an urgent matter affecting every country. While cooperation with other organisations would be required, it was a matter which the I.L.O. was competent to deal with under its Constitution. Housing conditions, which affected the whole life of the people, were horrifying in certain underdeveloped parts of the world. Governments, and to a lesser extent employers, had responsibilities in this field and there was a crying need for an international discussion which would provide a sounding board for progress.

While all the other suggested items were important, the Workers' group would prefer as the third new item the raising of incomes and living conditions in rural communities. It was necessary that from time to time matters affecting agriculture and rural communities should be put on the agenda of the Conference. He appreciated the reasons for suggesting that this item might be dealt with by a general discussion; this would point to the problems which could be tackled by the I.L.O. and provide an impetus for government action also. His group would not object to technical assistance as it related to this item being included in the discussion, though it did not wish a specific item relating to technical assistance to be placed on the agenda if it were to mean the exclusion of another technical item.

Mr. Chistyakov thought that four additional items should be placed on the agenda, namely the reduction of hours of work, the employment of young persons on underground work in mines of all kinds, the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development, and workers' housing.

The request in the resolution adopted by the Conference in 1958 made it indispensable for the Governing Body to place the reduction of hours of work on the agenda of the 44th Session of the Conference, with a view to the adoption of an international instrument. In view of the fact that housing was an essential element of the general living standards of the workers, and that the question had never been discussed by the Conference as a separate item, it was high time that it should be placed on the agenda. The Workers' group hoped that the I.L.O. could be tackled by the I.L.O. and provide an impetus for government action also. His group would not object to technical assistance as it related to this item being included in the discussion, though it did not wish a specific item relating to technical assistance to be placed on the agenda if it were to mean the exclusion of another technical item.

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also desirable; the subject was ripe for discussion by the Conference, having already been dealt with by various other meetings of the Organisation.

The law and practice report on workers' housing gave practically no details concerning the U.S.S.R. and this gap should be filled before the Conference was submitted. The law and practice report concerning the employment of young persons on underground work in mines of all kinds stated, erroneously, in paragraphs 10, 20 and 26 that young persons under 18 years of age could be employed on underground work in the U.S.S.R. in certain circumstances. This should be corrected in the final edition of the report.

Mr. Tata appealed in general for more weight to be given in future to questions relating to the less developed countries than had been done in recent years. The general principles adopted by the Economic and Social Council at its 24th Session as guides to future work in the field of co-ordination stated that the promotion of the economic and social development of underdeveloped countries should continue to be an overriding objective of all activities in this field. In spite of the fact that the industrially developed countries had higher standards of life in every way than those obtaining in the less developed countries, there was a tendency, when a choice was made from four or five suggested items, for those of interest to the more advanced countries to predominate. Secondly, the I.L.O.'s programme must be balanced so as to reduce the hitherto prevailing concentration on industrial workers in favour of subjects of interest to non-industrial workers, with whom the I.L.O. was also concerned, such as agricultural and plantation workers, shop assistants, and even domestic workers.

Thirdly, in future programmes more attention should be given to geographical areas which had not benefited in the past to the same extent as others from I.L.O. activities. Africa was an example of a region where action was only beginning.

These three criteria should in the future be borne in mind with the specific intention of concentrating, during the next three to five years, on subjects which were not of the type hitherto prevailing; the new approach should not necessarily be directed towards standard-setting activity. To preserve continuity and balance the traditional types of subject should also figure on the agenda from time to time.

Mr. Pître said that the Belgian Government considered that the Governing Body should place three new items on the agenda of the 1960 Session of the Conference. He was not unaware of the administrative and financial implications of a substantial agenda, but the International Labour Conference could only maintain its place in the vanguard of social progress if it satisfied the expectations of the world of labour. The Belgian Government gave top priority to the question of hours of work. Its reasons had already been explained in detail, and to them was now added the request to the Governing Body by the Conference itself. He would be grateful if the Director-General would explain to the Governing Body the way in which he considered that the Conference should approach the problem and the lines along which he intended to question governments in respect of the form of the instrument. In accordance with the Belgian Government's past action in this field in the I.L.O. and in the Organisation for European Economic Co-operation, he would prefer that the Conference adopt a flexible Convention on the subject.

The second choice was that of the employment of young persons on underground work in mines of all kinds; this would enable gaps to be filled which existed in the International Labour Code and which the laws and regulations of some countries had already in one way or another filled. The Belgian Government would wish the Conference to adopt an instrument laying down a uniform minimum age for all underground work, as well as international standards in vocational training, protection, health, safety, hours of work and holidays for young persons. Among other matters. In the law and practice report there was an error concerning Belgium which should be rectified before publication: miners under 21 years of age had six days' ordinary holidays, six days' additional holidays, and, provided their attendance record underground was satisfactory, 12 days' supplementary holidays per year.

His third choice was workers' housing. As the Belgian Government representative had said at the previous session of the Governing Body, it was desirable for the I.L.O. to deal with this important subject which had hitherto not been discussed by the Conference. The law and practice report was sufficiently persuasive in itself, but it would perhaps have been desirable to devote more attention to minimum standards for workers' housing; he hoped that this gap could still be filled.

This priority list did not mean that the Belgian Government considered the other suggested problems unimportant. A case in point was equality of treatment in social security. In this field, however, in view of the hesitations even of experts, and of the fact which now seemed to be proved that equality of treatment alone could not solve all the social security problems of migrant workers in general and might even in some cases prejudice their interests, it seemed preferable that a preliminary study should be made by the Committee of Experts on Social Security. The problem of equality of treatment could not be studied in isolation without consideration also being given to the level of benefits, the method of their financing, and the territorial scope of the national legislations concerned. The vocational training item was of most timely interest, because of the attention given to the subject in most industrial countries and by other international organisations, including the Consultative Assembly of the Council of Europe. He had excluded it only because of the need for choice. Nor was he indifferent to the I.L.O.'s suggested general discussion of the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities; if the Governing Body did decide to place this item on the agenda he hoped that the Director-General would take all appropriate steps to limit the possibility of overlapping with the activities of the other specialised agencies.

Mr. Haythorne said that the difficulty of choice was great in that most of the items were significant for the I.L.O. Organisation and all its Members. He could not agree with Mr. Chistyakov's proposal that four new items should be placed on the agenda; at the very most there should be three. In view of the growth of the business of the Resolutions Committee, which had become equivalent to an additional item, the Canadian Government had had some doubt as to whether even three new items should be added.

He supported a general discussion of the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities for all the
reasons which had already been expressed, and also because a meeting of the Permanent Agricultural Committee during 1959 had been excluded from the budget having regard to the possible inclusion of an agricultural item in the agenda of the 1960 Session of the Conference. He hoped that in the preparation for this item regard would be had to its interest to all Members of the I.L.O. and not just to the countries which were in the process of development.

While the speaker did not oppose the item of hours of work, he regretted that the general discussion at the Conference in 1958 had been more restricted and less productive than might have been hoped. He particularly regretted that the Conference had decided to request the inclusion of the item in its agenda for the adoption of an instrument before some of the broader aspects had been considered. He had doubts as to how much could be achieved through the revision of existing Conventions; in view of the relationship between hours of work and health, standards of living, productivity, income and other factors, there might be advantage in adopting a new approach towards an instrument along broader lines. He therefore supported Sir Alfred Robert's suggestion that the Director-General might submit further explanations to the Governing Body on the subject.

Although there were other items which the Canadian Government would have been glad to see on the agenda, its third choice was for one relating to vocational training, in view of the increased attention required in this field because of the important changes which had taken place in the technology of the various countries, and in the light of its place in current technical assistance programmes.

More flexibility might be preferable in the way in which technical items were discussed in the Conference; in the majority of cases the outcome should be the adoption of an instrument, but the present tendency was for discussion to follow such rigid lines that difficulties were placed in the way of establishing the type of instrument which would be in the best interests of the I.L.O. and the peoples of the world. He wondered whether more might not be achieved by recognising more openly the possibility of resolutions or general conclusions arising from discussions of technical items as well as Conventions and Recommendations.

Mr. Kawasaki said that the Japanese Government was of the opinion that the agenda of the International Labour Conference should not be too crowded, and that only two new technical items should be placed on it if there was to be full and useful discussion of them and strain on delegations was to be avoided. His Government had voted against the Conference resolution on the reduction of hours of work because of its conviction that the problem should be dealt with by voluntary negotiation between workers and employers, and because the small number of ratifications of existing Conventions on the subject showed that standardised legislation could not be achieved in this field. It would be preferable that the problem be kept under constant study by the I.L.O. and that an attempt be made to solve it by taking into account the divergent and particular conditions prevailing in each country.

The speaker strongly supported the item relating to vocational training. This was a basic field of work of the I.L.O. in which the existing instruments were outmoded. The need for vocational training was keenly felt in both underdeveloped and industrially developed countries, so that the item would be of interest to all.

He also supported the item concerning the raising of incomes and living conditions in rural communities because in many countries the gap between living and working conditions in agriculture and industry respectively was steadily widening. He hoped that the Conference now had to discuss so many matters without being able to do so in the best interests of the I.L.O. and the peoples of the world. He was convinced of the urgent interest of this subject. With regard to the priority to be given to the other suggested items, he regretted to find that once again there was little likelihood of a subject to which the Italian Government attached special importance, namely equality of treatment in social security, finally finding a place on the 1960 agenda. As had been recalled by speakers from immigration countries in discussing the agenda of the 1959 Conference, this was a subject which was of interest both to emigration and immigration countries. There was great need for the difficulties experienced in both kinds of countries to be discussed and solved. The question had been one of the last to be eliminated in deciding the 1959 agenda, the reason for its elimination being that experts should be consulted; since then, the experts had been consulted, and now it was argued that it would be preferable to wait until after the 1959 meeting of the Committee of Experts on Social Security. In accepting this necessity, he must make a clear request that this should be the last time the question was deferred and that it should be placed on the agenda of a session not later than 1961.

After the question of hours of work the Italian Government's next choice was workers' housing. In this connection he regretted that, although Italy had unparalleled experience in this field and although all possible information had been made available to the Office, the law and practice report scarcely mentioned Italy.

On a lower level of priority he favoured the question concerning the raising of incomes and living conditions in rural communities, which was of particular interest for Italy in connection with its agricultural development programme in the south of the country.

Mr. Wainwright said that, in spite of the proposals which had been made to add three or even four new technical items to the agenda, the Employers' group was convinced that it would be undesirable to add more than two items, as had long been the practice in the past, particularly in view of the organisational difficulties caused by the fact that the Conference now had to discuss so many matters without being able to do so in the best interests of the I.L.O. and the peoples of the world. The Employers' group was convinced that it would be a mistake to place the question of the reduction of hours of work on the agenda of the Conference with a view to the adoption of any standards whatever. Frequent reference had been made to the Conference resolution, which, while it had been adopted by 100 votes, had had 77 votes cast against it, with 77 abstentions. The unanimous view of the free Employers' delegates at the Con-
ference was explained in detail in the proposed resolution in paragraph 69 of the report of the Conference Committee on Hours of Work, and the Employers' attitude had not changed in the meantime. They were convinced that the question of hours of work, by reason of the complexity of its interrelationship with all other economic and social factors in a country and the practical considerations bound up with it, could not usefully be made the subject for new international regulations. This did not mean that the I.L.O. could not play a useful role in undertaking continuing surveys of trends and developments and in making available to member States factual information which might be useful in establishing national policies. Past experience was also against standard-setting in this field. He had witnessed personally the failure of efforts to persuade countries to ratify the Hours of Work (Industry) Convention, 1919, which limited the working week to 48 hours, and the later difficulties in working out Conventions based on the principle of 40 hours. Even today the original 1919 Convention had not been ratified by some of the greatest industrial countries, and the 40-hour Conventions had received only a minute number of ratifications. The employers believed that the reasons for these failures were permanent and inherent in the subject. It would be unwise to repeat the errors of the past all over again.

In respect of workers' housing the Employers found their previously expressed reservations justified when they studied paragraph 13 of the Office document setting out the aspects of the subject which might be considered by the Conference. He was just as horrified as Sir Alfred Roberts was at conditions in certain underdeveloped parts of the world, and agreed that even in the advanced countries the situation was not satisfactory. But decent housing was of importance not only for workers' standards of living but for the standards of living of the whole population; this must be borne in mind in weighing the suitability of the subject for discussion by the International Labour Conference. The problem was also a national one in the other sense of the word as well, since its features varied greatly from one country to another because of differences in climate and economic conditions. Therefore, standards could not be uniformly fixed in an international instrument. Among the aspects to be discussed by the Conference the Director-General listed the possible contribution of employers and their organisations. While in the early days of industrialisation, and after the destruction resulting from the two world wars, employers had made substantial efforts in many countries to provide housing so that people could be employed in places where none existed, many employers now felt that housing should no longer be a matter for a policy which was too often accused of being paternalistic. In any case, housing must not come to be regarded as a normal supplement to wages and conditions of employment. Finally, the Director-General had included in his list the importance of productivity in the building industry; this was a field of technical assistance aspects of the question of technical assistance should be placed on the agenda of the Conference for a comprehensive discussion as a separate item on the agenda, and would like this to be done for the 1960 Session.

Finally, so much support had been forthcoming for the reduction of hours of work and for workers' housing that he must point out the contradiction there was in wishing simultaneously to reduce hours of work, and hence production, and improve housing opportunities.

Mr. Shaw appealed for a limited agenda in view of the difficulties of a number of countries in sending large delegations to the Conference and in implementing the instruments adopted by the Conference. He supported the remarks of Mr. Tata in drawing attention to the need for a programme of work primarily devoted to meeting some of the requirements of the developing countries. Mr. Tata had also been right in pointing to the overemphasis given by international organisations to the interests of industrial communities and their neglect of the real and pressing needs of rural and agricultural communities.

The Australian Government would give high priority to the item concerning the raising of incomes and living conditions in rural communities for a general discussion covering a wide range of topics of interest to countries in process of development, including the help which could be given through I.L.O. technical assistance activities.

The speaker continued to have doubts, in the light of past history, as to the prospect of adopting a satisfactory Convention on hours of work which would be likely to attract ratifications. He agreed that the Director-General might be asked to examine the advantages and disadvantages both of revision of a past Convention and of an entirely new approach, and to report to the Governing Body. It was clear that, if the Conference's request in its resolution was to be met, the item would have to be placed on the agenda of the 44th Session and not of a later one.

If another technical item had to be included he would prefer the one relating to vocational training, which was of particular importance to many of the developing countries; he would support the inclusion of the technical assistance aspects of this question.

Although workers' housing was a real and pressing problem, particularly for countries in the process of development, he would not wish to see it replace another technical item which might be more appropriate for international standard-setting. It was difficult to distinguish workers' housing from housing in general, and it was doubtful whether delegates and advisers at an International Labour Conference would be fully qualified to deal with all the technical aspects of the matter.

The question of equality of treatment in regard to social security was of great interest to Australia, but his Government had taken the view that in practice it was better suited for bilateral negotiations than for multilateral agreements such as an I.L.O. Convention. The problem was all the more difficult in Australia where the system of social
security was non-contributory and hence difficult to harmonise with the systems operated in a number of other countries.

The discussion was adjourned to the next sitting.

Authorisation to Vote of a Government Deputy Member

Sir Guildhaume Myrddin-Evans, on behalf of the Government group, announced that in the absence of the Government representative of Chile the Government group had authorised Mr. Pomés, Government representative of Uruguay, to vote in his place under article 3, paragraph 3 (a) (ii), of the Standing Orders.

The sitting closed at 12.55 p.m.

Barboza-Carneiro.
MINUTES OF THE SECOND SITTING

(Tuesday, 18 November 1958—4.10 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Al-Aani, Mr. Ambekar, Mr. Bergenström, Mr. Bocobo, Mr. Bothereau, Mr. Bravo Caro, Mr. Burne, Mr. Campanella, Mr. Christyakov, Mr. Cisneros, Mr. Claussen, Mr. Díaz Salas, Mr. Erban, Mr. Faria, Mr. Faupl, Mr. Gravour, Mr. Hauck, Mr. Haythorne, Mr. Kawaski, Mr. Lee, Mr. Lodge, Mr. Merani, Mr. Michanek, Mr. Monk, Sir Guildhaume Myrddin-Evans, Mr. Nielson, Mr. Parker, Mr. Pequeno, Mr. Pétre, Mr. Pomès *, Mr. Purpura, Mr. Rahim, Mr. Richter, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. Ben Seddik, Sir Richard Snedden, Mr. Tata, Mr. Waline, Mr. Yllanes Ramos.

* Appointed by the Government group as deputy for the representative of Chile, absent.

SECOND ITEM ON THE AGENDA

Date, Place and Agenda of the 44th (1960) Session of the International Labour Conference (cont.)

Mr. Kamal warmly supported the placing on the agenda, for a general discussion, of the question of the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development. The solving of agricultural problems was becoming more than ever essential, and such problems should be considered by the Conference as frequently as possible. No sound industrial economy was possible unless it was based on a sound agricultural economy.

The Government of the United Arab Republic attached importance to all the other suggested items, but gave its second choice to the question of workers’ housing, a matter in which guidance was needed.

Mr. Merani welcomed the support which had been expressed for the item concerning rural communities. The question was an urgent one which, for a number of reasons, should be given high enough priority to be placed on the agenda. It was of special importance for the very large number of workers engaged in agriculture, and of special significance for the industrially less advanced countries which had surplus manpower in agriculture. So far Conference action in the case of agricultural workers had been mostly of the standard-setting type, and in general the Conference had devoted more attention to industrial than to agricultural workers. The resulting situation could partly be improved by placing this item on the agenda, since the Conference itself had in 1958 adopted a resolution on this subject which was supported by a large number of delegations from distant countries. If it were not placed on the agenda, agricultural workers would be led to blame the I.L.O. for not having done enough to bridge the gap between the standards of living of industrial and rural workers.

He supported the proposal of the United States Government representative that the vocational training item should cover, in addition to standard-setting activities, technical assistance programmes in this field.

Mr. Guessous lent his support to the view that the Conference agenda should not be overloaded, so that the various items placed on it could be studied thoroughly.

The Moroccan Government appreciated and approved the considerations which had led to the demand for the inclusion of the question of hours of work, which was fully in line with the ideal of keeping the I.L.O. in the vanguard of social progress. However, the economic conditions in many Member countries were such that they were unable for the moment to implement existing instruments. Having regard to the legitimate aspirations of the workers he would not oppose the inclusion of the question of hours of work, but he believed that a basic objective of the Organisation should be to harmonise conditions of work for the good of the workers and that, therefore, the greatest possible effort should be made to bridge the existing gap and help certain countries to give full effect to I.L.O. Conventions and Recommendations.

He believed that the items concerning vocational training and the employment of young persons on underground work met the criterion of efficiency in that they would enable the I.L.O. to use its resources to the best effect. The question to which the Moroccan Government attached particular importance was, however, the item relating to rural communities. This item was of special significance because of the expansion of I.L.O. activities, particularly in Africa, and the fact that so many countries which had recently become Members of the International Labour Organisation or which were likely to be Members in the near future were of a predominantly agricultural economic structure. Morocco had made very great efforts in this field and believed that discussion of the subject by the Conference would be extremely useful. To achieve maximum utility it would be desirable to follow the wording of the resolution adopted by the Conference in 1958 and thus to guide the debate towards the key aspects of the problem.

Mr. Michanek expressed the view that all the suggested items were worthy of inclusion in the Conference agenda but that, because of the difficulty of staffing delegations and also having regard to available resources in the Office, the number of new items should be limited to two. Perhaps the Committee to Consider the Improvement of the
Methods of Working of the International Labour Conference might be able to suggest some means of facilitating the procedure of the Conference in other respects, which would make it possible in the future for the Conference to deal with a larger number of technical items. He would therefore be prepared to suggest that the Governing Body might consider selecting a third new item for the agenda of the 1960 Session, the addition of which would be conditional upon suitable Conference arrangements being found possible, in the light of the recommendations which the Committee would submit to the next session of the Governing Body, and provided that the item lent itself to preparation by the Office and discussion by delegations at relatively short notice.

The speaker's first preference was for the items relating to hours of work and rural communities. Between them they would give a proper balance between the interests of the industrialised countries on the one hand and those of the rest of the world on the other, and between I.L.O. standard-setting activities on the one hand and the work of the Organisation in the broader field of economic and social advancement by way of general discussion and technical assistance on the other.

It seemed likely that a large aspect of workers' housing would in fact be covered under the rural communities item. If, therefore, there was an opportunity to place a third item on the agenda, he would support one which responded best to the wishes of the representatives of the economically less developed countries, such as, perhaps, vocational training.

Mr. Erban said that the choice which he expressed did not imply lack of awareness of the importance of all the other items suggested.

In view of the fact that hours of work had been under discussion for several years and that a settlement was demanded by the workers, the I.L.O. must endeavour to find a solution entirely satisfactory to the workers. This was an urgent problem related to present-day economic and social advances, and the Governing Body should follow the wish of the Conference that it should be discussed not later than 1960.

Also very important was the item relating to rural communities. The law and practice report indicated that the Organisation's attention to this problem hitherto had not been proportional to its significance; the I.L.O. had responsibilities towards workers in every sector of the economy. Up to now it had given predominant attention to industrial, commercial and office workers, whereas, as the report indicated, out of a total of about 1,000 million workers in 1950 more than 600 million were employed in agriculture. A general discussion would point to the best methods of filling the existing gap, particularly in respect of the subjects suitable for later standard-setting. The item should be considered in accordance with the wishes of the Conference, as expressed in its 1958 resolution, which specifically mentioned the inclusion of unemployment and underemployment in agriculture and the need for agrarian reform. These were not covered in the law and practice report and it should perhaps be made clear that they would be covered if the item were adopted.

The speaker supported the inclusion in the agenda of the question of workers' housing, which was one of the most acute of social problems, and also agreed with the speakers who had stressed the importance of the item relating to underground employment of young persons.

Mr. Pomés supported Mr. Ago's remarks concerning equality of treatment in social security. Uruguayan laws and regulations gave nonnationals the same rights as nationals throughout the world; this should be taken into account and when instruments were designed for universal application they should be made flexible. Secondly, it was difficult for distant countries to send large delegations to the Conference, and for this reason he supported the remarks of Mr. Kawasaki and Mr. Michanek.

His views on hours of work had not changed, and were reinforced by the recent failure of the Swiss popular initiative calling for a reduction of
working hours. Until countries such as his own had been able to introduce automation and to achieve higher productivity they could not envisage a reduction of hours of work in the same way as the highly industrialised countries.

In respect of workers' housing he endorsed the remarks of Mr. Waline. It was essentially a national problem and each country had to solve it according to its means and resources. Moreover in Iran the problem of housing in general was much more acute than that of workers' housing; when new industries were set up houses were built for the workers so that their needs were taken care of. He failed to see how recommendations, technical or otherwise, by the I.L.O. would produce more houses on the ground; architectural advice was already available in the different countries which would inevitably choose the kind of housing that they could afford.

He agreed that agricultural items should be given greater prominence than hitherto. In particular, underemployment in the countryside, leading to a rural exodus which created problems in the towns for the authorities and the employers, was a matter which had hitherto been neglected and should be given attention.

Technical assistance was a matter of immense practical importance for countries in course of development. The I.L.O. had made a very good beginning in this field, and in that respect he sincerely appreciated the current effort of the industrially advanced countries, but means must be found of improving existing methods and of increasing the volume of assistance. Vocational training was also a most important subject for countries in process of development. Equality of treatment in social security was becoming more and more important as the developing countries increasingly called on the assistance of foreign specialists and sent their own nationals to work abroad, and he would be glad for this matter to be discussed by the Conference. There was also need for clear and precise standards on the employment of young persons on under­ground work.

Mr. Sánchez Madariaga welcomed the encouraging support of many Government speakers, and in particular the humanitarian remarks of Mr. Bocobo, for the inclusion of the reduction of hours of work as one of the main items on the agenda of the 1960 Session. In respect of workers' housing it had been argued that this was a problem affecting the whole of society, but that was not an argument against placing the item on the agenda since the workers constituted the vast majority in national communities. On the other hand, those who did not need to work were not likely to be faced with housing problems. It had also been rightly argued that the item relating to rural communities was in urgent need of discussion because rural workers, who both nationally and internationally constituted the majority of workers as a whole, deserved just as much attention from the I.L.O. as industrial workers.

The view had been expressed by some members of the Governing Body that all the suggested items were worthy of discussion by the Conference; that the only problem was choice of priorities; and that those which could not be placed on the agenda of the 1960 Session should be considered for that of 1961. He fully supported the remarks of Sir Alfred Roberts on behalf of the Workers' group, which had highlighted the most pressing needs for I.L.O. activity in the social field, particularly in respect of the reduction of hours of work; he was glad that there had been so much support for this item and for that relating to rural communities.

Mr. Monk strongly supported the three items proposed by Sir Alfred Roberts on behalf of the Workers' group. It was refreshing to hear many Government speakers supporting the inclusion of items of work of occasion, and equally disappointing to hear that the Employers' group had determined not to change its attitude with regard to hours of work and housing. The employers, as always, seemed to think that they could hold back social reforms; surely they should take cognizance of the growing demand of workers' organisations for a shorter working week to which they felt that they were entitled as their share of the benefits achieved by technological advance, including the introduction of automation and the intensification of mechanisation. The question was not of direct interest to Australia, where the 40-hour week already applied throughout the country without exception, but workers of many other industrialised countries were actually participating in direct action to enforce a 40-hour week. In view of the remarks so often heard from employers concerning the desirability of uniformity of conditions throughout the world to ensure fair competition, it was illogical and disheartening to find that efforts to achieve a uniform working week were frustrated by the employers who were able to take advantage of longer hours and low wages and wished to preserve their position. The Japanese Government representative opposed the placing of the item on the agenda and had argued that hours of work should be settled through collective bargaining, but the number of Japanese workers whose unions were strong enough to participate effectively in collective negotiation were a minority. In effect the Japanese Government representative's position amounted to a desire to preserve a 40-hour week, or even longer working hours where they existed.

With regard to workers' housing, although conditions had been improved in many countries through national housing projects and the establishment of government housing commissions, conditions still remained appalling in many parts of the world, including the East and Middle East. It was surprising that Mr. Ago should have argued in favour of the equality of treatment in social security item as against workers' housing. In Australia all social security benefits, including unemployment insurance, sickness benefits and hospitalisation, and only excepting old-age pensions, for which a 20-year qualifying period operated, were immediately granted to Italian immigrants. On the other hand one of the greatest problems confronting immigrants in Australia and in every immigration country was in fact the lack of housing, complicated by the way in which the immigrants were exploited in this matter by their own compatriots. Mr. Shaw's opposition to the housing item was no doubt due to instructions from the Australian Federal Government which was anxious to pass the responsibility for housing to the state governments. However, if the item were discussed by the Conference, the form of the resulting instrument was not so important; so long as guidance was provided for governments to help them make up housing shortages and provide better types of housing, it might well be cast in the form of conclusions or of a resolution.

The speaker strongly supported the item relating to rural communities and agreed with most of
Mr. Tata’s remarks. However, the overriding criterion for the effectiveness of the Organisation’s activities must surely be the greatest good of the greatest number, and he was convinced that the three items proposed by the Workers’ group were those which would best achieve this objective.

Mr. Ribeiro da Cunha said that for many years the Portuguese Government had supported the principle that there should be not more than four greatest number, and he was convinced that the expression of being well planned and organised and the Conference should give those attending it the impression of being well planned and organised and that there should not be more committees than could be properly and consistently manned throughout the session.

As a priority item he supported the one relating to the development of rural communities, perhaps linking it with certain housing problems; the second new item should be hours of work.

Mr. Hauck appealed to the Employers, although he fully understood their remaining faithful to the position which they had so often expressed in respect of hours of work, to accept, in view of their vehemently affirmed passion for freedom, the democratic majority will of the Conference which, by 100 votes to 77, with 17 abstentions, had called for the inclusion of this item on the agenda. Another item which it was essential to place on the agenda was the one relating to rural communities, not only for all the reasons which had been given and because of the general constitutional obligation on the I.L.O. to concern itself with rural populations, but also because for nine years the United Nations and the other specialised agencies had been doing extremely useful work in the field of community development with which the International Labour Organisation had had an important role to play in technical assistance arrangements in this field.

He thought that from the practical point of view alone the question of rural communities was one which would yield extremely important results and, by breaking new ground, would repay time and labour in a most dramatic fashion. Secondly, he thought that it would be fruitful for the Conference to discuss the revision of the Recommendations relating to vocational training.

All the suggested items would to some extent repay discussion; the great difficulty was which to choose. He was not sure, however, whether a discussion of workers’ housing would give fruitful enough results for it to be selected at the expense of other subjects. As Mr. Walne had pointed out, it was a national problem not strictly limited to workers and concerned the whole population, particularly in the underdeveloped and developing countries, where it was bound up with the whole question of the standard of living.

If the question of hours of work was still open for discussion, in view of the resolution adopted by the Conference in 1958, it could probably be most fruitfully discussed in relation to the existing Conventions, and he would support Mr. Lodge’s suggestion to this effect.

Sir Guildhaume Myrddin-Evans analysed the general feeling of the Governing Body in regard to the various items. There appeared to be a substantial majority of the Governing Body in favour of responding to the invitation of the Conference to place on its agenda for 1960 the subject of the reduction of hours of work. There was a very substantial majority, if not unanimity, in favour of the item relating to the raising of incomes and living conditions in rural communities.

The other two subjects which had attracted much attention were vocational training and workers’ housing. It was difficult to estimate which of these
two items would be preferred, particularly in view of the fact that the voting proceeded by elimination, but he thought that vocational training would probably be the one selected. There were in fact good reasons against placing workers' housing on the agenda of the 1960 Session of the Conference with a view to the drafting of an instrument. In spite of the importance of the subject, workers' housing was only one aspect of the more general question of housing. Moreover housing, even workers' housing, was not solely within the field of competence of the I.L.O., the responsibility being shared with other international organisations, including the United Nations, which had been giving some attention to it. He had been interested by Mr. Hauck's view that the subject was more suitable for general discussion than for treatment in an instrument, and he believed that Mr. Monk's reference to the possibility of a series of conclusions tended in the same direction. Leaving aside the question of social security, which must be taken up, but only after the Committee of Experts on Social Security had reported on it in 1959, there did seem to be a possibility of general agreement in the Governing Body.

He therefore proposed that the Governing Body should decide, having regard to the views that had been expressed, to place on the agenda for 1960 the question of reduction of hours of work, the item relating to rural communities, and vocational training; and that the Governing Body should also have in mind the desirability of the Conference embarking, not in 1960 but in 1961, on a general discussion of the question of workers' housing. Indeed, if the general discussion procedure could be agreed upon, he would be prepared to suggest that this item be given very favourable consideration for the 1961 agenda.

If his suggestions were adopted, he would prefer the approach to the discussion of hours of work to be left for decision until after the Director-General had submitted a document discussing the respective merits of revision of existing instruments and the adoption of a new instrument. If the approach by way of revision were decided upon no doubt the single-discussion procedure could be adopted, thus enabling the Conference to turn more rapidly to what he would still regard as more profitable work. He also favoured the suggestion made by Mr. Lodge that the item of vocational training should be extended so as to include related technical assistance activities.

Mr. Yllanes Ramos appealed to the Governing Body's sense of responsibility in connection with the question of the reduction of hours of work. First, it was the Governing Body's responsibility to decide on the Conference agenda; the Conference resolution was an invitation and not mandatory. Secondly, the atmosphere at the Conference was often a heated and tendentious one of irresponsible publicity seeking, in contrast to the calm of the Governing Body. While the aim of shorter working hours was undoubtedly of great appeal to the workers, it must be remembered that it was not necessarily achievable in practice. This was shown by the number of governments which, having voted for hours of work Conventions, had failed to ratify them afterwards. The Hours of Work (Industry) Convention, 1919 (No. 1) had received 27 ratifications, the Hours of Work (Commerce and Offices) Convention, 1930 (No. 30) only 15, the Reduction of Hours of Work (Public Works) Convention, 1936 (No. 51) had received no ratifications at all, and the Hours of Work and Rest Periods (Road Transport) Convention, 1939 (No. 67) only two. Other hours of work Conventions relating to specific industries had also received few or no ratifications. To place hours of work again on the Conference agenda with a view to the adoption of an instrument which would be voted for by governments but, as experience taught, not ratified by them or applied, would merely be to delude the workers. In fact, the whole process whereby a multilateral treaty could be voted for by a government for propaganda purposes and then not finally ratified was dishonest and needed looking into. It was quite clear that hours of work would not be reduced in practice except where it was feasible to do so and where a reduction was already taking place. A reduction of hours of work was not feasible in economies which did not enjoy the benefits of automation, advanced technology and increasing productivity; in such countries the result would be a raising of prices making competition impossible on international markets. Therefore, if a Convention were adopted, supposing it were applied, it would benefit the powerful countries and harm the weaker ones, whereas if it were not applied it would simply be a fraud. The foregoing considerations were sufficient to show that this delicate subject was not yet ripe for consideration by the Conference; in taking this responsible decision the Governing Body would be saving the I.L.O. from ridicule and the workers from being deceived.

With regard to the other items the speaker favoured technical assistance and vocational training among the subjects which had been sensibly and realistically supported.

Mr. Mōri apologised for taking up the Governing Body's time on a purely Swiss national matter, but felt bound to explain the real significance of a point which had been raised by Mr. Ghayour. It was perfectly true that, with the encouragement of the Swiss Federation of Trade Unions (U.S.S.), the Swiss people had rejected by a large majority an initiative calling for a four-hour reduction of hours of work in industry alone. The reason for the opposition of the Federation was not that it was against a reduction of hours of work but that, at a time when efforts were being made to raise wages to keep pace with the rising cost of living, a sudden reduction of hours of the kind proposed would have been difficult to achieve without loss of income, and this would have affected the least favoured workers in particular, namely those paid by the hour or by output. The initiative, moreover, had been inspired rather by electoral propaganda objectives than by the purpose of protecting the workers. The U.S.S., on the other hand, had itself called for a reduction of hours of work by stages—one hour per week per year, with full maintenance of wages—by means of collective bargaining in private industry and legislation in the public sector; it believed that, once hours of work had been widely reduced by collective agreement, it would subsequently be easier to crystallise this reform by legislation with transitional provisions to permit of the reduction of hours by stages in those sectors of the economy where it was most difficult to obtain adjustment of earnings, would shortly be launched in the form of an initiative. In fact, the move to place the question of the reduction of hours of work on the agenda of the Conference had had the backing of the Swiss people, since one of the sponsors of the resolution adopted by the
Conference in 1957, which had been passed by a very large majority, had been Mr. Mörü himself, acting on the instructions of the U.S.S., which was in favour of discussing the reduction of hours of work at the international level. This did not mean, as Mr. Yllanes Ramos had claimed, that the intention was to delude the workers of the world. Mr. Yllanes Ramos appeared to have prejudged the form of the instrument which was contemplated, and to have forgotten the possibility of a Recommendation. Sir Alfred Roberts, on behalf of the Workers’ group, had also mentioned the possibility of revising existing instruments.

Mr. Mörü appealed to the Governing Body to respect the will of the Conference, which was, after all, the Organisation’s most sovereign body, and to place the reduction of hours of work high on the agenda. In this connection he fully supported Mr. Hauck’s remarks to the effect that it was increasingly necessary that questions of interest to the workers should be placed on the Conference agenda; if the International Labour Organisation was to retain its authority and prestige it was absolutely essential that it should deal with the major issues with which the trade union movement and the workers in all countries were concerned.

Sir Alfred Roberts said that if agreement could not be reached the agenda would have to be determined by voting under article 18 of the Standing Orders, and in that case further discussion was pointless. The attitude of the Employers’ group appeared to be against agreement.

Mr. Waline stated that the Employers’ group could certainly not accept a proposal the first part of which involved placing on the agenda of the Conference, with a view to the adoption of international standards, the question of the reduction of hours of work.

The Chairman asked Sir Guildhaume Myrddin-Evans whether he pressed his proposal.

Sir Guildhaume Myrddin-Evans replied that it was not in his power to do so if any member of the Governing Body wished to invoke the Standing Orders. It was perhaps only the Employers’ group which could save the Governing Body the need of going through the lengthy voting procedure under the Standing Orders.

Sir Richard Snedden protested that it was unfair to place the blame on the Employers’ group for the present situation simply because it was unable to agree with the Workers’ group.

Sir Alfred Roberts moved that the Governing Body proceed to a vote.

Mr. Hauck asked whether a request to suspend the Standing Orders would be receivable.

The Chairman said that if there was any opposition from any member of the Governing Body such a request would not be receivable.

Mr. Hauck said that he reserved his right, at a later stage, to request the Governing Body to consider amending the Standing Orders so as to put an end to the present farcical procedure under article 18.

The Chairman closed the discussion and asked the Director-General to reply before the vote was taken on some of the points which had been raised.

The Director-General said that if the question of reduction of hours of work was included in the agenda he thought it would be useful if, as had been requested, he submitted a document to the Governing Body on the basis of which it could then decide how it wished the item to be dealt with. He would prefer, for reasons of time, to do this at the 142nd Session; the timing of the sending out of questionnaires would not be prejudiced thereby.

In reply to Sir Guildhaume Myrddin-Evans he stated that revision of a single instrument could technically be on the basis of the single-discussion procedure.

In reply to Mr. Bergenström’s point the Director-General said that his decision to place the paper on workers’ housing before the Governing Body was not contradictory to the decision of the Economic and Social Council. All the points contained in the paper had been co-ordinated with all the other agencies concerned and came within the framework of the concerted long-range programme.

The Chairman asked whether the Employers’ group wished the question of technical assistance to be included among the items to be voted upon.

Mr. Waline replied that the Employers maintained the formal request they had made to that effect at the 139th Session.

The Chairman explained the procedure for voting under article 18 of the Standing Orders and read out the relevant provisions. As it was clear that the Governing Body did not wish to place all the items suggested on the agenda of the 44th Session of the International Labour Conference, the Governing Body would proceed directly to the successive elimination of questions.

By a series of six votes taken under article 18, paragraphs 2, 3 and 4, of the Standing Orders, the Governing Body eliminated successively the following questions, in the order stated:

- Technical assistance.
- Employment of young persons on underground work in mines of all kinds.
- Equality of treatment of nationals and non-nationals (social security).
- Vocational training.
- Workers’ housing.
- Reduction of hours of work.

The Governing Body unanimously decided to place the question of the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities on the agenda of the 44th (1960) Session of the International Labour Conference for general discussion.

The Governing Body decided, by 34 votes to 0, with 5 abstentions, to place a second new item on the agenda.

The Governing Body decided, by 26 votes to 13, with no abstentions, to place the question of the reduction of hours of work on the agenda of the 44th (1960) Session of the International Labour Conference.
The Governing Body decided, by 17 votes to 16, with 5 abstentions, to place a third new item on the agenda.

The Governing Body decided, by 19 votes to 16, with 2 abstentions, to place the question of workers' housing on the agenda of the 44th (1960) Session of the International Labour Conference.

The Chairman noted that there was no proposal to place a fourth new item on the agenda.

The Governing Body took note that as a result of the decisions it had just taken, and having regard to the items which would necessarily be included in the agenda and to those which were likely to be carried over for second discussion from the 43rd (1959) Session, the agenda of the 44th (1960) Session of the International Labour Conference would be as follows:

I. Report of the Director-General.
II. Financial and budgetary questions.
III. Information and reports on the application of Conventions and Recommendations.
IV. Protection of workers against radiations (for second discussion).
V. Collaboration between public authorities and employers' and workers' organisations at the industrial and national levels (for second discussion).
VI. Contribution of the I.L.O. to the raising of incomes and living conditions in rural communities (for general discussion).
VII. Reduction of hours of work.
VIII. Workers' housing.

It was understood that the Director-General would submit a paper to the 142nd Session of the Governing Body with a view to a final decision on the manner in which the question of the reduction of hours of work should be presented for discussion by the Conference.

The discussion was adjourned to the next sitting.

The sitting closed at 7.35 p.m.

Barboza-Carneiro.
MINUTES OF THE THIRD SITTING

(Wednesday, 19 November 1958—10.20 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Al-Aani, Mr. Ambekar, Mr. Bergenström, Mr. Bocobo, Mr. Botereau, Mr. Bravo Caro, Mr. Burne, Mr. Campanella, Mr. Christyakov, Mr. Cisneros, Mr. Clausen, Mr. De Bock, Mr. Diaz Salas, Mr. Erban, Mr. Faria, Mr. Faupl, Mr. Ghayour, Mr. Hauck, Mr. Haythorne, Mr. Hashiwakari, Mr. Inagaki, Mr. Michanek, Mr. Monk, Sir Guildhaume Myrdandin-Evans, Mr. Nielsen, Mr. Parker, Mr. Pequeno, Mr. Pétre, Mr. Pomès *, Mr. Purpura, Mr. Rahim, Mr. Richter, Sir Alfred Roberts, Mr. Sánchez Madariaga, Sir Richard Snedden, Mr. Tata, Mr. Waline, Mr. Yllanes Ramos, Mr. Yü.

* Appointed by the Government group as deputy for the representative of Chile, absent.

SECOND ITEM ON THE AGENDA

Date, Place and Agenda of the 44th (1960) Session of the International Labour Conference (concl.)

Method of Presentation of the Item on Workers' Housing

Sir Guildhaume Myrdandin-Evans said that certain Government representatives on the Governing Body, while they accepted with good grace the Governing Body's decision to place workers' housing on the agenda of the 1960 Session—although they would have preferred some other item—hoped that the Governing Body might agree that this particular item should be included in the 1960 agenda for general discussion. They made this request not because they disliked Conventions or Recommendations in appropriate circumstances, but because they felt that a general discussion of workers' housing at the present stage of development of the subject would be more fruitful than an attempt to establish international regulations. The procedure he suggested would not in any way prevent international instruments, whether in the form of a Convention or Recommendation or even a Convention. The Governing Body might recall in this connection his own remarks at a previous sitting concerning the desirability of introducing more flexibility in the manner in which technical items were considered by the Conference.

Mr. Hauck warmly supported the remarks of Sir Guildhaume Myrdandin-Evans. The French Government could not be suspected of any lukewarmness in its defence of Conventions and international labour standards, but there were subjects which, although it was advisable that the I.L.O. should discuss them, could not give rise immediately to international instruments. Workers' housing was among those subjects, and it would be wise for the manner in which it was to be discussed at the 1960 Session to be left flexible. He hoped the Governing Body would agree that the discussion should be a general one which might lead to a resolution or conclusions, but that no firm decision could be taken at the moment as to the formal result of such a discussion.

Sir Alfred Roberts appreciated the helpful spirit in which Sir Guildhaume Myrdandin-Evans's remarks had been made but, on behalf of the Workers' group, he opposed Sir Guildhaume's suggestion. There was already one item on the 1960 agenda for general discussion and no final decision had yet been taken on the form that the discussion on hours of work should take. The Workers' group was prepared to agree to items for general discussion from time to time, but did not wish to have two at the same session of the Conference. Furthermore, Sir Guildhaume Myrdandin-Evans's remarks seemed to indicate that the general discussion would be at one session only, with a possibility of an international instrument on housing emerging in the very remote future. Past experience of general discussions did not prejudice the Workers' group in their favour, because it was unlikely that they could lead to practical results.

The Workers' group agreed that the question of housing was a very difficult one and accepted the fact that it might be undesirable to adopt a Convention on the subject. However, without prejudicing in any way the results of discussion in the Conference, the Workers' members at this stage were convinced that the best method of dealing with the subject was by means of a Recommendation which might perhaps not be very detailed and could be supplemented by other conclusions or by a resolution which would go somewhat further.

Mr. Lodge said that the United States Government supported Sir Guildhaume Myrdandin-Evans's suggestion. The form of discussion of items on the
Conference agenda should not be judged by the criterion of how many items there were for one or other kind of discussion but by that of which form would produce the best results in the long run. In view of the wide differences of resources and needs in respect of housing throughout the world it was difficult to see how one international instrument could provide much help, whether it was a Recommendation or a Convention. On the other hand, a vigorous exchange of experience in which all members of the Conference took part with the real needs in mind might produce some conclusions as to possible action by the International Labour Organisation through its operational programmes with a view to helping countries to meet their housing needs, and would thus be very valuable.

Mr. Chistyakov said that, however valuable a general discussion of workers' housing might be, the Conference should not stop there but should adopt practical and clear standards on the subject. The solution of the problem would merely be retarded if there were nothing but a general discussion. Whatever the form of the Conference's recommendations they must be practical decisions.

Mr. Bothereau thought that once the Governing Body had taken a firm decision on the Conference agenda by means of the voting procedure established in the Standing Orders, it would be a very dangerous precedent to reopen questions with a view to determining the manner in which they should be discussed by the Conference. If there had been prior agreement that workers' housing should be handled through a mere discussion, the subject would not have been raised again; there had been no such agreement, and hence it was for the 1960 Session of the Conference to decide whether the discussion should lead to a Recommendation or a Convention. The Governing Body had now taken the matter out of its own hands by its decision at the preceding sitting.

Sir Guildhaume Myrddin-Evans said that there was no question of asking the Governing Body to go back on a decision which it had taken; certain Government representatives simply hoped that the Governing Body would be prepared to give a little more consideration to the way in which the subject of workers' housing should be approached by the Conference.

Sir Alfred Roberts was perhaps unduly pessimistic as to the fruitfulness of past general discussions. The general discussion on the organisation and working of national labour departments in 1953 had produced a report of great value to countries which had not yet organised such departments. The general discussion on hours of work in 1958 had already led to the question being put on the agenda of the Conference for 1960 with a view either to the revision of an existing instrument or to the adoption of a completely new instrument. The speaker said he had made his suggestion because certain governments did not see their way clear ahead at the present stage and hoped that action might proceed step by step in the matter of workers' housing. If the item was placed on the agenda for general discussion in 1960 there was no reason why the Conference, if it wished, should not decide to regard that discussion as a first discussion. It might then proceed to a second discussion in 1967 or decide to invite the Governing Body to place the subject on the agenda for double discussion at some future date. In the light of these considerations he hoped that the Workers' group could agree that the Organisation should not at this stage be finally committed to any precise approach to this extremely important subject.

Mr. Bocobo said that if a general discussion only were held in 1960 a Convention could not be adopted before 1962 and ratifications could not be expected before 1965 at the earliest. That would mean that no concrete results would be achieved by action taken on this serious problem until seven years had elapsed. In the meantime the poor all over the world would continue to live in sub-human conditions.

Sir Alfred Roberts regretted that, although he appreciated the arguments put forward, the Workers' group still could not change its attitude on the question of workers' housing.

All three international trade union organisations had been preoccupied with the subject for some considerable time; there was a housing problem even in the advanced countries was shown by the fact that the European regional organisation of the International Confederation of Free Trade Unions had a special housing committee which had been giving very detailed attention to the matter for four years. It was because this activity over a long period at the trade union level had not produced results that the workers considered that the basis of discussion should be broadened with a view to arriving at positive conclusions. General discussion could well mean postponement of any real action for many years to come. In spite of Sir Guildhaume Myrddin-Evans's optimism, the possibility of the adoption of an instrument would certainly be prejudiced if the item were placed on the Conference agenda specifically for general discussion. The workers were not interested in producing mere reports but in ensuring that houses were actually built. They recognised the difficulty of the subject and had no preconceived ideas of the form of instrument that should be aimed at, whether it should be detailed or merely contain broad principles. They also thought that any instrument would have to be accompanied by some other form of conclusions or resolutions.

Mr. Pequeno expressed surprise that Sir Guildhaume Myrddin-Evans's suggestion should have been made after the Governing Body had spent two full sittings discussing and voting on the agenda for 1960. As the Philippine Government representative had pointed out, a general discussion could mean a delay of some seven years before practical action was taken; how could Sir Guildhaume Myrddin-Evans envisage this possibility when he must be aware from personal observation of the appalling conditions in so many parts of the world? For reasons of social justice the Workers' group was determined not to agree to the United Kingdom Government representative's suggestion.

Mr. Tata appreciated the concern of Sir Alfred Roberts that workers' housing should be dealt with in the most satisfactory manner possible, but from a practical point of view the objective of the Workers' group could be achieved better by general discussion than by the adoption of an international instrument. The example of his own country, India, suggested that the subject did not lend itself to treatment by means of an international instrument. In India the question of industrial housing had long pre-
occupied the Government and was the subject of a Government Order under which no extension of certain industries was authorised unless the employer built additional housing. In spite of that statutory provision the employers had not been able to supply houses for the last four years because of difficulties connected with the controlled prices of important building materials and with the availability of land, and the Government had recognised that no amount of statutory compulsion could produce houses in such circumstances. Where regulation by national statute had failed, how could an international instrument applying to all countries be expected to bring forth results? A general discussion, on the other hand, would throw light on many important questions, show means of co-ordination with other important specialised agencies, and perhaps produce suggestions for a scheme for financing co-operative housing from special large funds.

Secondly, housing was an immense problem and not just restricted to industrial workers. The employers realised this and figures could be produced to show that for a number of years the employers had of their own accord been building as much housing as they could afford. Housing was a problem for the entire community and must be looked at in that light.

He believed that Sir Guildhaume Myrddin-Evans was right; while suggestions of value might emerge from a general discussion, enabling the I.L.O. to take the subject a stage further from a practical point of view, it was unrealistic to suppose that an international instrument could be used like a magic wand to solve all problems.

The Chairman suggested that, rather than voting on Sir Guildhaume Myrddin-Evans's proposal, the Governing Body might agree that the Director-General should take into account all the remarks made during the discussion, and that in preparing his report and proposals to the Conference he should have regard to all the points which had been made.

Sir Guildhaume Myrddin-Evans said that, if the Director-General thought that he could frame his report and his questionnaire on the basis of the discussion, he would agree to the Chairman's suggestion, though with some reluctance. He wondered, however, whether the Director-General was really in a position to make proposals without more precise guidance.

Sir Alfred Roberts thought that the Chairman's suggestion might place too heavy a responsibility on the Director-General. However, the wording of paragraph 12 of the Office covering document itself suggested the lines on which the Governing Body might agree to the Conference report being prepared; he cited the relevant passage which suggested that the subject might be placed on the Conference agenda "with a view to a broad exchange of experience and the possible adoption of a Recommendation. The summary and conclusions of the law and practice report given in its last chapter elaborates this view by indicating with particular emphasis the headings under which the Conference might usefully consider the question." This approach would provide for the possibility both of a general discussion and of the preparation of an international instrument; in other words, it would not prejudice the possibility of the Conference adopting a Recommendation by laying down at the start that the subject was for general discussion only, with the possibility of the Governing Body on some future occasion placing the item again on the agenda with a view to the adoption of a Recommendation.

Sir Guildhaume Myrddin-Evans agreed to Sir Alfred Roberts's suggestion and thought that his colleagues in the Government group would also be willing to accept it. To correct any possible misunderstanding, he expressed the hope that his original suggestion had been that, if the matter was placed on the agenda for general discussion in 1960, there would be nothing to prevent the Conference at the end of that general discussion deciding to regard it as a first discussion, so that if the Conference so wished a second discussion could take place in the following year. That procedure had already been followed in the case of the Freedom of Association and Protection of the Right to Organise Convention, 1948.

Sir Alfred Roberts said that the report to the Conference should make it quite clear that the procedure to which he had referred could be adopted, and that the discussion in the Conference should take place in full knowledge of the possibilities before the Conference.

The Director-General said that, if the Governing Body so wished, the report to the Conference could be drafted in such a way as to take into account the preoccupations expressed by both Sir Guildhaume Myrddin-Evans and Sir Alfred Roberts. It would then be for the Conference to take its own final decision.

The Chairman stated that in view of the Director-General's assurances he would take it that the Governing Body regarded the matter as settled.

It was so decided.

Method of Presentation of the Item on Raising of Incomes and Living Conditions in Rural Communities.

Mr. Merani, referring to the question of the raising of incomes and living conditions in rural communities, thanked the Director-General for having prepared an illuminating and thought-provoking preliminary document. He hoped that the observations he was about to make, relating to emphases which he would like to see reflected in the report to the Conference, could be taken into consideration while the report was still in preparation.

The preliminary document recognised that Conference action in this field so far had been solely of a standard-setting kind; in view of this, and having regard to the real needs of the situation, it would be preferable for the report not to deal with standard-setting activities. While more social legislation protecting rural workers might be important in some cases, it was essential, in giving particular attention to countries where industrial development was taking place, to put the greatest emphasis on employment possibilities for rural workers and on higher productivity. Certain other matters, such as case studies to be conducted by the I.L.O., could be left to be dealt with by the Permanent Agricultural Committee, leaving the Conference as much time as possible to concentrate on the basic problems.

In view of the fact that there was a clear distinction between the agricultural countries with a surplus manpower situation and countries which were
highly advanced industrially but suffered from a shortage of manpower in the agricultural sectors, it would be of great advantage if the report could deal with those two differing situations separately so as to avoid confusion.

The report should deal in detail with the various new activities in the agricultural world and indicate what successful results had been achieved through the operation of various measures such as community agrarian reform programmes, land reform programmes, labour-intensive schemes, and so forth. It should provide an opportunity for the planners and men of action who might be expected to attend the Conference to state problems, needs and priorities.

The report should make available the material which would form the basis of a comprehensive, planned, multi-pronged, urgent attack on poverty and other connected problems in the rural areas. It would be useful if the suggestions made by the various speakers at the 42nd Session of the Conference who had referred to problems of agricultural labour could be summarised and appended to the report.

So far technical assistance schemes had been largely for industrial workers, or had, in a few cases, been adapted for agricultural workers. What was needed was a fully-fledged technical assistance programme for agricultural workers in their own right and relating to their own requirements. The report should contain a full statement of possibilities to enable the Conference to make its choice and, on the basis of such material, to propose new schemes and new lines of activity in the operational field. He attached very great importance to this type of work and hoped the report would deal fully with it.

The report should give special emphasis to the following specific subjects: (a) employment, underemployment and unemployment; (b) community development programmes, including the part such programmes may play in the development of social services for the benefit of rural communities; (c) agrarian reform, to which the Workers’ group attached much importance. The Director-General would no doubt in any case have had in mind many of the points mentioned, and it was not for the Governing Body to try to write the report for him. If ideas were communicated to the Director-General in writing it must be quite clear that he was free to reject them if he saw fit to do so.

Mr. Merani’s remarks were particularly welcomed. The Director-General supported Mr. Merani in general and particularly welcomed his reference to the subject of agrarian reform, to which the Workers’ group attached much importance. The Director-General would no doubt in any case have had in mind many of the points mentioned, and it was not for the Governing Body to try to write the report for him. If ideas were communicated to the Director-General in writing it must be quite clear that he was free to reject them if he saw fit to do so.

Mr. Lodge warmly supported Mr. Merani’s proposals, which pointed to problems in the solution of which the United States Government felt that the I.L.O. was particularly suited to help.

The Chairman said that the Director-General would take into account all the views which had been expressed during the discussion. No doubt members of the Governing Body who had further observations or suggestions on the manner in which the rural communities item should be presented to the Conference would communicate them to the Director-General in writing for his consideration in the preparation of his report.

Resignation of Mr. Luis Alvarado,
Assistant Director-General

The Director-General informed the Governing Body with regret that he had accepted the resignation of Mr. Luis Alvarado, Assistant Director-General, who had been a former Chairman of the Governing Body and a colleague during almost the whole of his own term of office as Director-General. Mr. Alvarado was returning to the foreign service of Peru with the rank of Ambassador.
He wished to place on record his thanks to Mr. Alvarado for his loyal, devoted and conscientious services to the Organisation, which had gone far beyond the requirements of normal duty. The Director-General and members of the Governing Body were losing an invaluable colleague and an ineligible friend. He was sure that in his further work Mr. Alvarado would continue to be mindful of his obligation to the people of the world as a whole.

The task of finding a successor from Latin America to fill the post vacated by Mr. Alvarado would be a difficult and responsible one and would no doubt take a considerable time.

Sir Guildhaume Myrddin-Evans, on behalf of the Government group, expressed the deepest regret at Mr. Alvarado's departure and paid tribute to his devoted services to the Organisation, and to those whom it existed to serve. Not the least of those services had been that of forming a perfect bridge between the Organisation and the Latin American countries. He, Sir Guildhaume, had had perhaps as good opportunities as any member of the Governing Body of seeing Mr. Alvarado in action. It was in San Francisco in 1945 at the Conference which drew up the United Nations Charter that he had first met Mr. Alvarado. There the latter had made a big contribution to the successful accomplishment of the difficult task, shared by a number of those present today including Mr. Hauck, Mr. Mulliken and Mr. Jenks, of keeping the I.L.O. on the world map. Subsequently he had succeeded Sir Guildhaume as Chairman of the Governing Body in 1947. On later occasions they had given each other mutual support in some difficult situations, such as in Caracas in 1955 and in Havana in 1956. All would agree that Mr. Alvarado had been a devoted servant of the Organisation and a loyal colleague and friend. He had been an Ambassador of his country before coming to the I.L.O.; he was leaving the I.L.O. to become again an Ambassador of his country. But in the best and in a very real sense he had been an Ambassador of his country during his years of service in Geneva because, by watching his whole-hearted devotion to the Organisation irrespective of national interest, all had come to have a higher regard and a greater affection for his country of Peru. In wishing both to Mr. Alvarado and to Mrs. Alvarado and their family every success and happiness, Sir Guildhaume assured him that they would remain in the affections of the members of the Governing Body and if at any time, as he hoped would be the case often, they returned to Geneva, they could be assured of a really warm welcome.

Mr. Waline, on behalf of the Employers' group, also expressed regret at Mr. Alvarado's departure and recalled in particular his great services to the Industrial Committees and his qualities as a diplomat on behalf of the International Labour Organisation.

Sir Alfred Roberts said that the Workers' group shared the general regret at Mr. Alvarado's departure. The Workers' group had been particularly impressed by his great objectivity and enthusiasm for the tasks he had had to perform. In returning to the diplomatic field, for which he was so well qualified, Mr. Alvarado would no doubt continue to act as an advocate for the ideals and objectives of the I.L.O.

Mr. Cisneros, Mr. Pomés, Mr. Sabroso and Mr. Pimilla paid tribute to Mr. Alvarado from the standpoint of Latin American members of the Governing Body and regretted the loss of his services.

Sir Richard Snedden drew particular attention to Mr. Alvarado's services to the maritime industry throughout the world and to his contribution to the success of the last two Maritime Sessions of the Conference.

The Chairman added his own tribute to Mr. Alvarado as a brilliant diplomat with deep knowledge of the problems of Latin America, as the first Latin American Chairman of the Governing Body and as the first Latin American Assistant Director-General of the I.L.O. In addition to his great contribution to the work of the Industrial Committees, Mr. Alvarado had played a great part in the Andean Indian programme and the Chairman was sure he would continue to support it in his future activities. On behalf of the Governing Body, he wished Mr. Alvarado the greatest success in his new work and expressed the deepest regret at his departure.

Fifth Item on the Agenda

Action To Be Taken on the Resolutions Adopted by the International Labour Conference at its 42nd Session

Sir Alfred Roberts, on behalf of the Workers' group, asked that consideration of paragraphs 9 to 16 and 25 to 29 be deferred, to be taken in conjunction with the report of the Manpower and Employment Committee.1

Resolution concerning Publication of Labour Laws.

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

Resolution concerning Human Rights.

The Governing Body noted that it had taken action on this resolution at its 135th Session.

Resolution on Industrial Health and Safety Campaigns.

Mr. Haythorne requested that this resolution be communicated to the International Atomic Energy Agency also, for information.

Sir Guildhaume Myrddin-Evans said that the United Kingdom Government had not had time to consider the matter and did not wish, at the present stage, to commit itself to a World Accident Prevention Day. He understood that in any case no action would be taken until the views invited in paragraph 8(a) had been forwarded to the Director-General and communicated to the Governing Body.

The Governing Body authorised the Director-General to communicate the resolution on industrial health and safety campaigns—

(a) to governments, requesting them to bring it to the attention of employers' and workers' organisations and to forward to the Director-General their views on the manner in which the resolution could be implemented; and

(b) to the World Health Organisation and to the International Atomic Energy Agency.

1 See below, Minutes of the Fifth Sitting, pp. 41-45.
Resolution concerning Management Development.

Mr. Waline said that the Employers' group would comment on this resolution in conjunction with the First Supplementary Report of the Director-General, which contained proposals relating to an I.L.O. management development programme.1

The Governing Body adopted the proposals in paragraph 24 of the Office document.

Resolution concerning Underemployment in Agriculture and the Influence of Agrarian Reform on the Improvement of the Social Conditions of Agricultural Workers.

The Governing Body took note of this section of the Office document.

Resolution concerning the Expansion of International Trade.

Mr. Becker strongly supported any action to promote the expansion of international trade. He drew the attention of the Governing Body to the fact that for his own country, Israel, the question was not simply one of the reduction of existing barriers; Israel was facing a much more serious problem—the economic aggression of a number of member States of the United Nations and the I.L.O. in the form of a complete boycott. This boycott also extended to interference with the trade relations of Israel with other member States throughout the world. Obviously, the greatest sufferers from such practices were the workers on both sides and they should unite their efforts in fighting against all forms of economic aggression.

Mr. Waline said that this resolution had not been adopted unanimously by the Conference. He trusted that the voting figures would be brought to the attention of governments in communicating the resolution to them.

The Chairman said that this would be done.

The Governing Body adopted the proposal in paragraph 34 of the Office document.

Resolution concerning Labour-Management Relations.

Mr. Chistyakov said that in view of the negative position of the U.S.S.R. Government on this question, which had been explained on several occasions, he would abstain in any decision on this part of the document.

Mr. Lodge pointed out that the Conference resolution made specific recommendations that the International Labour Organisation should intensify its programme of research and reporting on labour-management relations and practices; that it should expand its technical assistance and educational programmes to aid both management and labour in developing a proper and useful understanding of their relationship to one another, upon which much of their efforts depends, and to explore with interested countries their particular problems and needs; and that it should encourage and foster the establishment of national, regional and international institutes and centres for systematic training and study in labour-management relations. Paragraph 43 of the Office document stated that the expansion of these and similar activities as recommended by the Conference was essentially dependent on more requests for advice and assistance being received by the Office and on the necessary resources being made available. While he understood that technical assistance generally depended upon requests from countries, he thought that the resolution constituted a call for some definite initiative on the part of the I.L.O. and that a report on the extent to which the suggestions made in the resolution had been carried out would be appropriate.

The intensification of these activities naturally depended upon the resources available, but unfortunately at sessions at which the budget was considered the Governing Body had no real opportunity of considering the programme apart from the budget. Perhaps the Director-General might provide the Governing Body with an early opportunity, by submitting a report or in some other way, of discussing what action could be taken to fulfil the requests made in the resolution.

The Director-General said that all the points covered in the resolution were being specifically dealt with by the Office. Plans were in preparation and when they were further advanced he would gladly undertake to inform the Governing Body of the situation.

Mr. Lodge thanked the Director-General for that undertaking, which met his point.

Mr. Erban said that he would abstain on any decision on this part of the document.

Mr. Waline welcomed the statement in paragraph 40 of the Office document that monographs on labour-management relations would continue to be published, since a description of actual experience of labour-management relations in as many different countries, industries and circumstances as possible would be extremely useful. However, he had serious objections concerning the reference to an intended compilation of industrial standards and principles concerning labour-management relations for the period 1944-58. The subject was extremely complex but he was convinced that, while the essential trade union freedoms and rights prescribed in international labour Conventions must be respected, it was not possible to lay down any more detailed international standards and principles concerning labour-management relations. Each country had the system of industrial relations which was best suited to its general circumstances, and even in a single country there were often variants which were inherent in the nature of things. For instance, the systems of industrial relations in the United States, the United Kingdom and France were by no means identical. No one of these systems or variants was preferable to another, and there were good reasons for the differences between them. Perhaps the Director-General could explain exactly what was intended.

The Director-General said that the phrase to which Mr. Waline had objected might be open to misunderstanding, but that all that it implied was the intention to make publicly available an expanded version of a compilation of existing I.L.O. Conventions, Recommendations and resolutions on the subject of labour-management relations which had already been submitted to the Meeting of Experts on Labour-Management Relations. There was no
question of establishing a doctrine, expanding principles or breaking new ground.

Sir Alfred Roberts said that he could not accept Mr. Waline's implication that each country had the form of industrial relations most suitable for it. In many countries industrial relations did not exist and in others they were imposed upon the workers.

Mr. Waline expressed satisfaction with the Director-General's explanation and suggested that the title of the monograph should be modified so as to avoid any false impression being created. He assured Sir Alfred Roberts, in reply to his remarks, that he was firmly attached to the principles of freedom of association and collective bargaining, and was sure that there was no disagreement between Sir Alfred Roberts and himself on that point.

The Governing Body adopted the proposals in paragraph 44 of the Office document.

Resolution concerning Increased Technical Assistance for the Integration of Indigenous Populations into the Economic, Social and Cultural Life of Their Countries.

Mr. Yllanes Ramos was in agreement with the proposal in paragraph 47 of the Office document and said that this question would be referred to at greater length in connection with the report of the Technical Assistance Committee.

The Governing Body adopted the proposals in paragraph 47 of the Office document.

Resolution concerning the Setting Up of a Special Committee on Conditions of Fishermen.

The Governing Body took note of this section of the Office document.

Resolution concerning the Standards of Living and Conditions of Employment of Plantation Workers.

The Governing Body took note of this section of the Office document.

Resolution concerning Occupational Diseases.

Mr. Haythorne requested that this resolution should be communicated to the World Health Organisation and to the International Atomic Energy Agency for information.

The Governing Body—

(a) authorized the Director-General to communicate the resolution concerning occupational diseases to the World Health Organisation and to the International Atomic Energy Agency; and

(b) noted that the Director-General would submit to it from time to time, as circumstances allowed, appropriate further proposals for the implementation of the resolution.

Resolution concerning the Placing on the Agenda of an Early Session of the Conference of the Question of the Reduction of Hours of Work.

The Governing Body took note of this section of the Office document.

Resolutions Referred to the Governing Body.

The Governing Body took note of this section of the Office document.

Mr. Merani pointed out that activities relating to resolutions took up a great deal of the Conference's time. He would be glad if the Director-General would agree at some stage to submit a document analysing the results of resolutions adopted over the last five years so that the Governing Body could judge how much had been achieved.

Sir Alfred Roberts thought that it might be difficult to pinpoint the specific results achieved from the adoption of resolutions. If Mr. Merani had in mind some specific action, such as the discontinuance of the Resolutions Committee of the Conference, perhaps the Committee which was already dealing with Conference procedure could consider the matter.

Sir Guildhaume Myrddin-Evans said that the particular matter raised by Mr. Merani was already under consideration by the Committee of the Governing Body to Consider the Improvement of the Methods of Working of the International Labour Conference, and that in due course the result of the Committee's deliberations would be communicated to the Governing Body.

The sitting closed at 12.55 p.m.

BARBOZA-CARNEIRO.
The Governing Body was composed as follows:

**Chairman:** Mr. Barboza-Carneiro.

Mr. ACO, Mr. AL-AANI, Mr. AMBEKAR, Mr. BERGENSTROM, Mr. BOCOBO, Mr. BOTHEREAU, Mr. BRAVO CARO, Mr. BURNE, Mr. CAMPANELLA, Mr. CHISTYAKOV, Mr. CISNEROS, Mr. CLAUSEN, Mr. DIAZ SALAS, Mr. ERBAN, Mr. FARA, Mr. FAUPL, Mr. GHAYOUR, Mr. HAUCK, Mr. HAYTHORNE, Mr. KAWASAKI, Mr. LEE, Mr. LODGE, Mr. MERANI, Mr. MICHAENK, Mr. MONK, Sir GUILDHAUME MYRDDIN-EVANS, Mr. NIELSEN, Mr. PARKER, Mr. PEQUEÑO, Mr. PETRE, Mr. POMES*, Mr. RAHIM, Mr. RICHTER, Mr. ALFRED ROBERTS, Mr. SANCHEZ MADARIAGA, Mr. BEN SEDDIK, Sir Richard SNEEDEN, Mr. TATA, Mr. WALINE, Mr. YLLANES RAMOS.

* Appointed by the Government group as deputy for the representative of Chile, absent.

**SIXTH ITEM ON THE AGENDA**

**Methods for Associating North African Countries More Closely with the Work of the I.L.O.**

**The Chairman** said that the Officers of the Governing Body had agreed to permit 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 Office proposals represented a major step towards the holding of an African Regional Conference as desired by all African trade unions. So that such a Conference could be held as soon as possible and with the maximum technical preparation, some further steps should be taken without delay. First, the African Advisory Committee should be constituted as soon as possible and the Office should carry out a survey of labour conditions in Africa south of the Sahara in this connection. Secondly, no time must be lost in commencing the African Field Mission, and for such confidence to be forthcoming it was necessary for experienced African staff to be employed in the Field Office.

He thanked the I.L.O. for having again lent its assistance to the African Workers' University which was to open in Brazzaville on 29 December.

Mr. BOCOBO said that the Philippine Government warmly supported the preparations for the holding of an African Regional Conference in 1961. The date might seem a little distant, but it was essential that a sound basis should be provided for this new extension of the I.L.O.'s activities. This basis should include a sound philosophical view of the I.L.O.'s future tasks in Africa.

In providing technical assistance for industrially developing countries it was understandable that experts should look to past experience, and hence sometimes copy past errors, when faced with new problems. This was one of the reasons why it was necessary for technical assistance experts to be thoroughly briefed in the history, customs and institutions of the people they sought to help. Another reason was that only if the experts were properly prepared could they absorb the most useful features of the life they saw around them and enrich their own culture with it when they returned home. Europe and North America could learn a great deal from other areas of the world and he would like careful consideration to be given to including in the agenda of the African Regional Conference the question of what good and lasting contribution native African culture could make to modern civilisation. In other words, the I.L.O.'s mission in Africa should be on the basis of a reciprocal exchange of benefits. Industrialisation had brought many evils in its train and had spoilt the original goodness of human nature; to classify the less industrialised countries in a lower category was to reverse real social and human values, since industrialisation led to exploitation, urban overcrowding, a deterioration of morality and the disappearance of good neighbourliness.

Mr. Yllanes Ramos recognised the difficulty that must have been experienced, when drafting the important document now before the Governing Body, in reconciling the urgent demands made for immediate action in Africa and the need for prudence and a sure foundation for success. It had been clear from the debate at the last session of the Governing Body, and at the 1958 Session of the Conference, that the Director-General had to strike a nice balance between all the conflicting requirements. There could be no doubt that the Director-General had chosen the right method. The first step had been the establishment of the African Advisory Committee, in which governments and all concerned would have to give proof of good will. The second step was to reconnoitre the real situation on the spot before planning further action. The African Labour Survey concerning Africa south of the Sahara, just published by the Office, was a work which was greatly to its credit; to that it was now planned to add a similar work for North Africa. On this foundation, reinforced by the advice of the suggested meeting of experts and the experience acquired from the operation of the African Field Office, the
Office would be in a position to work out a sound programme. He was glad that the Office was not trying to make too much haste; there would be no point in holding an African Regional Conference in 1960 simply for the sake of going ahead quickly, if the Conference could not be a real success and truly serve the interests of the peoples concerned with a view to assuring them peace through social justice.

In due course the agenda of the African Regional Conference should be established by the Governing Body in full knowledge of the facts. He believed that the Director-General's proposals would provide the Governing Body with the elements necessary for such a decision.

He reserved his position on paragraph 10 of the Office document relating to technical assistance in North Africa, the proposals for which he considered too limited. In certain quarters it was felt that Latin America had been greatly favoured by the establishment of the Andean Indian programme, and in due course he would raise in the Technical Assistance Committee the question of establishing other over-all programmes in appropriate regions, using, in addition to other available resources, the United Nations Special Projects Fund for the purpose.

Sir Alfred Roberts, speaking on behalf of the Workers' group, regretted, firstly, that the Office document did not contain clear points calling for decision but rather paragraphs for guidance, and, secondly, that it was proposed that the African Regional Conference should not be held until 1961. For reasons which he would explain, the Workers' group proposed that the African Regional Conference should be held in 1960 and that provision should be made in the 1960 budget. Otherwise the Workers' group thought that the proposals were sound and sensible, and accepted them. The Workers' group also warmly welcomed the forthcoming establishment of the African Field Office in January 1959.

Mr. Merani, speaking for the Committee, said, briefly, that a survey should be made of labour problems in North Africa, complementary to the African Labour Survey for Africa south of the Sahara which had just been published, and that it should be reviewed when completed by a committee of persons drawn from North Africa or from people with comprehensive knowledge of North African affairs, which would then make recommendations as to future I.L.O. activities in Africa, including the items which should constitute the agenda of the African Regional Conference. In the meantime, the African Advisory Committee for Africa south of the Sahara would be meeting and would also be making proposals for the kind of activities which the I.L.O. should pursue in Africa and concerning the agenda of the African Regional Conference. During the discussion at the 138th Session of the Governing Body on the establishment of the African Advisory Committee, a proposal had been made that the Committee should be expanded to cover the whole of Africa. The Governing Body had taken a decision on this point and the speaker had no intention of reopening it. He must point out, however, that suggestions had been made on behalf of the Workers' group for associating North African countries more closely with the work of the I.L.O., either by extending the African Advisory Committee, or by the establishment of a committee or conference covering all the countries adjacent to the Mediterranean, or by the establishment of a larger committee covering the whole of Africa but in two sections, one for the area north and one for the area south of the Sahara. On the understanding that the procedure outlined in the document would be carried through without prejudice to the final decision as to the form of I.L.O. machinery for Africa, the Workers' group could find no fault with it up to that point. The only difference between the two committees for Africa as suggested in the document was that the African Advisory Committee already established was on a permanent basis and would continue to function in the future, whereas the committee for North Africa was an ad hoc committee which would dissolve after it had performed the functions assigned to it.

It was the timing of the proposed procedures that the Workers' group had difficulty in accepting. The extensive and valuable survey of Africa south of the Sahara had taken the Office less than two years to complete. The Workers' group believed that the companion survey for North Africa, which would cover a few countries, could be completed in less than 12 months. If the work was put in hand without delay, the suggested North African committee should be able to make its recommendations as to future activities in North Africa or Africa as a whole to the Governing Body before the end of 1959. This should make it possible for the procedure outlined in the Office document to be completed, the items for the agenda to be properly considered by the Governing Body, and adequate preparation to be made for the reports which would be necessary, in time to enable the African Regional Conference to be held at some time in 1960, as had been requested by spokesmen from the African countries at the 42nd Session of the Conference. It would no doubt be recalled that he himself had spoken against the subamendment to the Conference resolution which would have specified the date of 1960. His only reason for doing so was that he felt that programming of this kind was within the competence of the Governing Body, and that the provision for the subamendment would be made in the 1960 budget without being aware of all the other considerations which the Governing Body had to take into account. In his remarks at the Conference he had added that the Workers' group of the Governing Body would insist that the African Regional Conference should be held at the earliest possible moment consistent with proper preparation and a properly prepared agenda.

Although 1960 and 1961 were two different financial years, from a practical point of view, especially from the standpoint of preparation, there was little difference between the end of 1960 and the beginning of 1961. On the other hand, there had been so many demands emanating from Africa over a long period of time that it was extremely important for the I.L.O. to show the African workers that it regarded their problems as urgent, that it was trying to help them as much as it helped workers in any other continent, and that it was anxious to become familiar with their problems so that a beginning could be made with their solution at the earliest possible date. In this context it was extremely important that the date for the African Regional Conference should be in the year 1960 rather than 1961.

Mr. Merani said that the Indian Government had expressed the view at the 42nd Session of the Conference that the regional conference for Africa should be held as soon as possible. He supported
the proposal made by Sir Alfred Roberts on behalf of the Workers' group that the African Regional Conference should be held in 1960, and hoped that the Governing Body would accept it.

Sir Guildhaume Myrddin-Evans expressed appreciation for the extremely practical and objective paper by the Director-General in response to the request made to him by the Governing Body at its 138th Session to produce proposals for the closer association of North African countries with the work of the I.L.O. He also thanked Sir Alfred Roberts for his objective remarks, with which he agreed entirely except in respect of the proposal that the Governing Body should decide that the African Regional Conference, in whatever form it might be convened, should meet in 1961. He wished it to be clear that the United Kingdom Government accepted completely the recommendations adopted by the Conference in 1958 on the basis of the proposal that he himself had put forward in the Resolutions Committee. His Government agreed in principle to the convening of a tripartite African Regional Conference and it agreed that the Conference should be held at the earliest possible moment. Furthermore, it agreed with the procedure proposed by the Director-General for obtaining the information which would enable the Governing Body to decide what was the earliest possible moment for the holding of an African Regional Conference. He disagreed with Sir Alfred Roberts's proposal because the Governing Body had no information before it at its present session additional to what had been available at the 42nd Session of the Conference. Before it could take further decisions as to when the Conference should be held, what it should discuss, and geographically what territories it should include, the Governing Body needed the advice of the newly established African Advisory Committee, and of the proposed Committee for North Africa after the survey for North Africa had been prepared by the Office and discussed by that committee. If the proposal had been put in the form of asking the Director-General to take it into account in preparing his budget estimates for 1960 it would have been acceptable, but he could not agree to the Governing Body being asked to decide that the African Regional Conference should take place in 1960 before it had had a chance to consider the views of all the interested parties from territories both north and south of the Sahara. It was also at that time that the Government representative from south of the Sahara, the delegate from Ghana, had expressed views at the Conference, and those had been against undue haste.

Apart from the need for adequate time for the preparatory work, and for time to ascertain the views of all the interested parties through the machinery proposed by the Director-General, there were other reasons against Sir Alfred Roberts's proposal. It was quite wrong that the Governing Body should be asked to commit itself to the inclusion of a substantial item in the budget of a particular year before considering the matter in the whole context of all the other items that might be included in that budget.

Mr. Kamel supported Sir Alfred Roberts's proposal that the African Regional Conference be convened in 1960. Such a conference had become essential in view of the growing importance of the African continent. He did not think that any member of the Governing Body would deny that important results had been achieved by I.L.O. regional conferences, and there had been no delegate at the 42nd Session of the Conference who had disputed the principle of convening an African Regional Conference with a view to analysing and facilitating the solution of the social and labour problems in Africa. If the Governing Body adopted the report of the Committee to Review the Programme of I.L.O. Conferences and Meetings it would be for the Governing Body itself to establish priorities for the conferences and meetings of regional committees. He believed that financial considerations should not stand in the way of the highest priority for 1960 being given to the African Regional Conference, which would make such an important contribution to the work of the I.L.O. in improving the living and working conditions of the African people.

Sir Alfred Roberts accepted Sir Guildhaume Myrddin-Evans's statement of the position of the United Kingdom Government in respect of convening an African Regional Conference at the earliest possible moment. The Workers' group had given careful consideration to the question of what the earliest possible moment would be, and had satisfied itself that the North African survey could be prepared, that the two African committees could make their recommendations to the Governing Body, that the Governing Body could decide on the agenda, and that the Office could make the necessary preparation, all in time for the African Regional Conference to be held in 1960. Sir Guildhaume Myrddin-Evans had argued that it would be wrong for the Governing Body to select one item to be included in a future budget before it had all the other proposals for the budget before it. However, the Governing Body would be doing exactly that if it decided on the basis of the Director-General's document that the African Regional Conference should be held in 1961. The essential point was that if provision was not made for the African Regional Conference in the budget, and if it should subsequently be found possible, as the Workers' group believed it would be, to complete the preparations in time for the Conference to be held in 1960, it could not then be held because the Governing Body would not be prepared to find such a substantial additional credit by withdrawal from the Working Capital Fund. The absence of firm provision for holding the Conference in 1960 would therefore rule out the possibility of holding it before 1961.

Mr. Chistyakov said that, in accordance with the decision taken by the International Labour Conference at its 42nd Session, the Governing Body was now called upon to consider the draft resolution concerning the convening of a tripartite African Regional Conference with the participation of tripartite delegations from all the African States Members of the International Labour Organisation, from the United Nations trust territories and from non-metropolitan territories. The Director-General's paper wisely pointed out that the development of I.L.O. activities in Africa, and the preparation of an African Regional Conference, were linked with a series of preparatory steps. The U.S.S.R. Govern-
ment had no objection to the measures proposed in the Director-General's paper, but believed that they should not be used as a pretext for putting off the African Regional Conference, and should contribute to its convocation at the earliest possible moment. In view of the urgent demands of representatives of African countries as expressed at the Conference and in the Governing Body, the U.S.S.R. Government believed that the African Regional Conference should be held not in 1961 but in 1960, as proposed by the Workers' group. Such a decision would be wise and practicable, and would in itself constitute a method of associating North African countries more closely with the work of the I.L.O.

Mr. Hauch said that, while preceding speakers had dwelt on differences in the Governing Body as to the date of convocation of the African Regional Conference, he would prefer to stress the extraordinary unanimity among all members, including the Government representatives, on the general procedure outlined in the excellent document prepared by the Director-General concerning methods for associating North African countries more closely with the work of the I.L.O.

The recently published African Labour Survey, which had been completed in two years in spite of many difficulties and the enormous amount of material which had had to be sifted, did as much credit to the International Labour Office as the most significant of its past publications. He was sure that the similar survey for North Africa would be just as good, but its preparation was a long-term task and the time that would be needed for it could not now be predicted. In such matters quality must not be sacrificed to speed.

The members of the Governing Body were also in agreement on the proposal in paragraph 10 of the Office document concerning the provision of fellowships. The French Government had always believed that fellowships were one of the most efficient forms of technical assistance and would welcome their development, not only for North Africa but for the whole of the continent. There was also agreement on the programme of activities and meetings outlined in the document. The Governing Body was unanimous in welcoming the opening of the I.L.O. African Field Office in January 1959, the proposed meeting of the African Advisory Committee at the end of 1959 to discuss labour problems in Africa south of the Sahara, and a meeting of a group of experts in 1960 to discuss problems peculiar to North Africa. A meeting of the latter kind would be extremely useful since, as Mr. Ramadier had pointed out at the 138th Session of the Governing Body, labour problems in North Africa were often different from those in Africa south of the Sahara. Before further decisions were taken the Governing Body would need to have before it the information which would accrue from these activities and views.

Even more important was the unanimous support for the idea of convening an African Regional Conference which, after the studies carried out by the Office relating to Africa south of the Sahara and to North Africa and after the meetings of the two committees concerning Africa, would be able to carry out comprehensive work relating to the whole of the African Continent.

The whole Governing Body was agreed on all the points he had mentioned, and the French Government, which had recently affirmed its willingness to give ever greater autonomy to the territories which had been associated with it in the past, and had already recognised the independence of Guinea and the autonomy of the Malagasy Republic, welcomed the progress being made by the I.L.O. in its African activities.

The only point of disagreement was on a matter of a few weeks, namely whether the African Regional Conference should be convened at the end of 1960 or the beginning of 1961. Surely the issue of these few weeks or days was insignificant compared with the importance of the African Regional Conference being carefully prepared and supplied with all the documents and information necessary for its success, and for those attending it from all parts of Africa to take decisions in full knowledge of the facts and to perform useful and necessary work on behalf of the peoples of Africa. He did not think it was likely that an African Regional Conference could meet in 1960, in view of the fact that, even if the North African Committee of Experts met at the beginning of 1960, its conclusions would still have to be submitted to the Governing Body and processed by the Office for use in the documents to be distributed to participants in the African Regional Conference. Granted, however, that it was just possible that the I.L.O. might be in a position to hold an African Regional Conference in December 1960, he appealed to the Governing Body to ask whether the Conference could not be convened in 1960, in view of the fact that, even if the North African Committee of Experts met at the beginning of 1960, its conclusions would still have to be submitted to the Governing Body and processed by the Office for use in the documents to be distributed to participants in the African Regional Conference. Granted, however, that it was just possible that the I.L.O. might be in a position to hold an African Regional Conference in December 1960, he asked whether the Governing Body wished to take a vote on the proposal made on behalf of the Workers' group.

Mr. Hauch urged the importance of a unanimous decision on all the points before the Governing Body. He hoped that some conciliatory solution might be found rather than taking a vote which would divide the Governing Body.

Sir Guildhaume Myrdæn-Evans said that if a vote was pressed he would have no objection, but he would much prefer, if the Workers' group could agree, that the question of the date of the Conference be left over to the 141st Session of the Governing Body, so that it could be considered in connection with the budget estimates for 1960. Perhaps by that time the Director-General might be able to indicate, in the light of three more months' consideration, whether he thought it would be practicable to prepare for the Conference in 1960.

He agreed with much of what Sir Alfred Roberts had said, but if provision for the Conference was included in the 1960 estimates without further consideration, and if it should later be found that the Conference could not be convened in 1960, contributions would have been demanded from member States which had not been expended in that particular year, and would have again to be demanded in 1961.

As Mr. Hauch had pointed out, the Governing Body was agreed on every point except the date, and it had not sufficient information before it at this stage to determine whether the Conference could be held earlier than was suggested in the document.

Sir Alfred Roberts thought that there was general agreement in the Governing Body on all the points
proposed in the Office document except the date of the Regional Conference. Whatever the decision that might ultimately be taken in respect of the date of the Conference, all the other steps suggested in the document should clearly be put in hand without delay and not left over for decision at the 141st Session.

The suggestion made by Sir Guildhaume Myrddin-Evans amounted to referring the question of the date of the Conference to the Financial and Administrative Committee at the 141st Session. Experience of that Committee, however, had convinced Sir Alfred that the possibility of including an item in the estimates for which provision had not originally been made by the Director General was practically non-existent. If it could be agreed that the decision should be deferred until the 141st Session of the Governing Body, and that for the purpose of that decision the Director General should include provision for an African Regional Conference in the 1960 estimates, the Workers' group as a whole might wish to reconsider the situation; if not, he had no alternative but to press for a vote on his own proposal.

Sir Guildhaume Myrddin-Evans said that Sir Alfred Roberts's remarks seemed to indicate suspicion of the scales being weighted against holding the African Regional Conference in 1960, but Sir Alfred's own suggestion would in fact weight the scales in favour of the proposal for 1960. He himself was prepared to leave the matter completely open until the 141st Session, if the Workers' group was also prepared to do so, leaving it to the Director-General to put forward, if he wished, alternative items for inclusion in the budget according to any decision that might be taken in March. A further point which Sir Alfred Roberts had not taken into account was that, whereas the Director-General could not be expected to give a considered view on the practical possibility of holding a conference in 1960 at the moment, he might be able to do so at the 141st Session.

Sir Alfred Roberts thought that Sir Guildhaume Myrddin-Evans's suggestion would throw on to the Director-General the onus of responsibility for giving an answer to the proposal of the Workers' group. He had made his budget proposals for 1960.

He agreed that at the next session the Director-General might be in a better position to give a considered opinion on the prospects of holding a regional conference in 1960. He pointed out, however, that at that time the decision would be taken by the Financial and Administrative Committee, which was largely composed of the governments which made the most substantial financial contributions to the Organisation. Only one Government representative who had supported the position of the Workers' group was a member of the Financial and Administrative Committee, so that in that Committee the Workers' members would be practically alone in defending their position. It was only fair to point out to the Governing Body as a whole that Sir Guildhaume Myrddin-Evans's suggestion would mean that the Financial and Administrative Committee, and not the Governing Body, would take the determining decision.

The sitting was suspended at 4.40 p.m. and resumed at 5.30 p.m.

Sir Alfred Roberts said that the Workers' group had reconsidered the position and that it was prepared to agree by a majority to postponement, until the 141st Session of the Governing Body, of a decision on the date of the African Regional Conference, on the understanding that it would be the Governing Body itself which would then decide the issue and not the Financial and Administrative Committee. If that could not be agreed, he would have to press for a vote on his proposal.

Sir Guildhaume Myrddin-Evans said that he could agree to Sir Alfred Roberts's offer since the Financial and Administrative Committee did not take decisions but simply made recommendations to the Governing Body. He presumed that at its 141st Session the Governing Body would have before it, in taking its decision, the information which he hoped the Director-General would be able to provide by then and the report which the Financial and Administrative Committee was required to make under paragraph 3 of article 22 of the Standing Orders.

Sir Alfred Roberts asked for clarification. It was his understanding that the report which the Financial and Administrative Committee was required to make before the Governing Body could take a decision on financial matters would indicate simply an estimate of the cost and a suggestion as to the manner in which the funds could be found.

Sir Guildhaume Myrddin-Evans, referring to paragraph 3 of article 22 of the Standing Orders of the Governing Body, said that while he could not accept any suggestion that the Financial and Administrative Committee was not empowered to make a recommendation to the Governing Body, he would be prepared to give an undertaking that the Financial and Administrative Committee's conclusions should be understood to be in the nature of a recommendation only, and that the Governing Body would not necessarily be expected to follow the recommendation. His sole desire, with which many other Government representatives were associated, was that the Governing Body should approach the matter with a completely open mind at its 141st Session.

Sir Alfred Roberts said that there must be a very clear understanding of the exact procedure which would be followed. The Workers' group was prepared to accept deferment of the decision on the date of the African Regional Conference until the 141st Session of the Governing Body only on the understanding that it would be the Governing Body which would take the decision and not the Financial and Administrative Committee. It was well known that, when the Financial and Administrative Committee made recommendations to the Governing Body at the budget session in connection with the budget estimates, its recommendations were systematically accepted by the Governing Body. In this case it was important that the Financial and Administrative Committee should not make a recommendation to the Governing Body at the 141st Session as to whether the Conference should be convened in 1960 or not, but simply as to how the money could be found if it were decided to convene it in 1960. The Governing Body would then take its own decision, which might or might not be influenced by any further information which the Director-General might then be able to communicate.

Sir Guildhaume Myrddin-Evans said that the Financial and Administrative Committee could not be instructed not to carry out the duty which was
imposed upon it by the Standing Orders. The Standing Orders required the Financial and Administrative Committee to make a report, including an estimate of the cost and a suggestion as to the manner in which provision should be found. The function of suggesting whether provision should be included in the budget or not was properly a responsibility of the Financial and Administrative Committee.

Sir Alfred Roberts pointed out that the Standing Orders merely required the Financial and Administrative Committee to make a report and not a recommendation. It was not the practice of the Financial and Administrative Committee to make recommendations on the substance of any proposal for action, but merely to inform the Governing Body in a report what the financial obligations would be and how the resources could be found. All that was now suggested was that past practice and precedent in this respect should be adhered to. If Sir Guildhaume Myrddin-Evans pressed his point there would be no alternative to proceeding to a vote.

Mr. Hauck said that in practice, when the Financial and Administrative Committee examined the budget proposals at the 141st Session, there would be nothing to prevent its making a conditional proposal to the Governing Body to the effect that if the Governing Body decided to convene an African Regional Conference in 1960 the cost would be so much, and that if the Governing Body decided not to convene such a Conference in 1960 the budget would be reduced to such and such a figure. There were certainly precedents for such conditional proposals, and it was clear that a decision of substance on a matter of this magnitude went beyond the very wide powers of the Financial and Administrative Committee and must be taken by the Governing Body itself. This being so, he hoped that in the light of a very clear agreement on the procedure which he had outlined the Governing Body could now reach a unanimous decision.

Sir Alfred Roberts said that Mr. Hauck's suggestion was entirely in accord with his own. The essence of his own suggestion had been that the Director-General should frame his budget estimates for 1960 in such a way as to indicate that, if the Governing Body decided to convene the African Regional Conference in 1960, the additional amount of money which would have to be found would be so much, and that the matter should not be dealt with in the Financial and Administrative Committee in the usual way by the Director-General being requested to take back his estimates and revise them downwards by deleting provision for this or that item. If the question of provision for the African Regional Conference could be dealt with in the way that Mr. Hauck had suggested, he would be quite satisfied.

The Chairman noted that there was no opposition to Mr. Hauck's suggestion. The budget proposals would accordingly make provision for the two alternatives in respect of the African Regional Conference.

Mr. ben Seddik recalled how vehemently he had pressed, on behalf of the Moroccan Workers' delega-

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had been in agreement to approve the Director-
General’s proposals and that the only point of
dissent, the date of the African Regional Conference,
had been settled to the satisfaction of all by the
decision to defer the matter to the 141st Session
of the Governing Body, on the understanding that
had been suggested by Mr. Hauck, and accepted
by Sir Alfred Roberts on behalf of the Workers’
group, as to the way in which the matter should
be considered and presented by the Financial and
Administrative Committee.

Mr. ben Seddik had understood that the earlier
discussion had concerned only the date of the
African Regional Conference. He had hoped to
have an opportunity of giving his views on the
question of substance, namely the various proposals
for associating the North African countries with
the activities of the I.L.O.

The Director-General did not wish to intervene
in the discussion of substance, since it had taken a
political turn and his own paper had been based
entirely on technical considerations. He had been
under the impression that the only outstanding
issue left for decision by the Governing Body at
its 141st Session was the question of the date of
the African Regional Conference, and that the
Governing Body had approved the rest of his paper
and wished him to proceed immediately with the
preparations for the other steps mentioned in the
paper. He wished to know whether this understand-
ning was correct.

Sir Alfred Roberts said that it was certainly the
decision of the Workers’ group to support all the
proposals in the paper, except the proposal that the
Conference should be held in 1961. Naturally, if
it were finally decided that the African Regional
Conference should meet in 1960, it would be necessary
for the meeting of experts on North Africa to meet

Mr. Guessous pointed out that the position of the
Moroccan Government in respect of the date of the
African Regional Conference had been expressed at
the 42nd Session of the Conference. The Moroccan
Government had originally supported the draft
resolution calling for an African Regional Conference
in 1959, but having regard to the need for thorough
preparation had come to the view that it might
be held in 1960. For the same reasons as Sir Alfred
Roberts, he believed that the Office would be in a
position to make proposals for convening a Con-
ference in that year. In view of the wide divergencies
of opinion as to the possible date, he hoped that the
Director-General would take the arguments of
Sir Alfred Roberts into consideration.

At the 138th Session of the Governing Body the
speaker had particularly stressed the view of the
Moroccan Government that an African Advisory
Committee enlarged to cover the whole of Africa
would be the ideal instrument to prepare the way
for an African Regional Conference. He therefore
warmly supported Mr. Kamel’s remarks and once
more asked the Director-General to bear them in
mind, as well as his own request that the possibility
of enlarging the African Advisory Committee should
not be ignored.

Mr. Chistyakov was prepared to approve the
Director-General’s paper in general, on the under-
standing that in taking the various steps the necessity
of convening the African Regional Conference in
1960 would be borne in mind. If a vote were taken
at the present stage he would be in favour of conven-
ing such a Conference in 1960.

Mr. Merani thought that the misgivings of Mr. Kamel could partly be allayed if it was under-
stood that it was intended that the meeting of
experts for North Africa, in giving the Governing
Body “ advice comparable to that which it received
from the Committee of Experts on Social Policy in
Non-Metropolitan Territories ”, would deal with the
same type of questions as those which the former
Committee had discussed.

He asked whether it would also be understood
that the African Advisory Committee would deal
with all the questions which Sir Alfred Roberts
had had in mind in presenting his original proposals
at the 138th Session of the Governing Body.

The Director-General confirmed that Mr. Merani’s
understanding on the first question he had raised
was correct. On the second point he would prefer
to give a detailed answer without further con-
sideration, although at first sight the question did
not seem to present any difficulty.

Mr. Kamel hoped that, the decision as to the
date of the African Regional Conference having
been postponed until the 141st Session of the Gover-
ning Body, the Director-General at that time would
put forward new proposals taking into considera-
tion the discussion at the present session of the
Governing Body and the possibilities mentioned by
Sir Alfred Roberts at the 138th Session.

Sir Alfred Roberts said that, as he understood the
situation, the Director-General, instead of putting
forward a paper on the basis of the proposals which
he himself had made on behalf of the Workers’
group at the 138th Session of the Governing Body,
had decided to approach the matter in a different
way and to ask the advice of two committees: the
African Advisory Committee already established
and a meeting of experts for North Africa. These
two bodies would advise the Governing Body, and
not the Director-General, on the action which they
thought should be taken on his own proposals
made at the 138th Session.

The Director-General said that Sir Alfred Roberts
had expressed the position correctly.

Mr. Kamel asked whether the proposals of the
Committee and the meeting of experts would be
discussed by the Governing Body at its 141st
Session.

The Director-General said that the proposals of
the two bodies could not be referred to the Governing
Body until after they had met.

Mr. ben Seddik recalled that, during the discussion of the establishment of the African Advisory
Committee at previous sessions of the Governing Body,
certain members had pressed for a single African
advisory body covering the whole of Africa and
not restricted to Africa south of the Sahara. The
Governing Body now had before it proposals for
the thorough preparation of an African Regional
Conference. He thought that all confusion would be dispelled if it was understood that the African Advisory Committee for Africa south of the Sahara and the proposed meeting of experts for North Africa were simply part of the machinery to prepare for a tripartite African Regional Conference, and that when that Conference had been held, as he hoped in 1960, it alone would take a decision on the final establishment of the African advisory body.

Sir Alfred Roberts said that his understanding of the situation was that the group of experts proposed for North Africa would hold one meeting for the purpose of helping in the revision of the survey of the North African countries and advising the Governing Body as to how North Africa could be more closely associated with the activities of the I.L.O., taking into account the points which he had put forward on behalf of the Workers' group at the 138th Session of the Governing Body. That group would then be disbanded and its establishment would in no way prejudice the decision as to the number, nature or possible combinations of bodies for Africa.

Mr. ben Seddik understood that the structure and competence of the African Advisory Committee was not final and that the tripartite African Regional Conference alone would give final form to the African advisory body. He asked the Director-General to confirm this.

The Director-General explained that the intention was that after the Committee, the group of experts and the African Regional Conference had met there would come a point at which the Governing Body, taking into account all the factors in the situation and all the views that had been expressed, would have to take a decision as to the kind of body which should exist to advise on African questions. It was the Governing Body, and not the African Regional Conference, which would decide on the type of committee or committees which would finally come into existence.

Mr. ben Seddik understood from the Director-General's explanation that the structure and competence of the African Advisory Committee for Africa south of the Sahara was purely provisional, since after it had done its preparatory work and after the tripartite African Regional Conference had met the Governing Body would once again be required to take a decision on the form of the African advisory body.

The Director-General said that the final decision concerning the over-all machinery for Africa would be taken by the Governing Body in accordance with the procedure suggested in the Office document. When that final decision was taken it might affect the position of the African Advisory Committee for Africa south of the Sahara which was now in existence, or it might not. The decision was entirely a matter for the Governing Body.

The Governing Body approved the action outlined in the Office document concerning methods for associating North African countries more closely with the work of the I.L.O., but postponed its decision concerning the date of the African Regional Conference until its 141st Session.

It was understood that in the budget estimates for 1960 to be submitted at the 141st Session provision would be made to allow of the convening of the African Regional Conference in 1960 should the Governing Body so decide.

Seventh Item on the Agenda
Factual Survey concerning Freedom of Association: Progress Report

The Director-General said that the necessary internal arrangements in the I.L.O. had been made for the survey to be carried out and that the necessary resources were now available. The details for the first two surveys, which were to be made in the United States and in the U.S.S.R., had been worked out in principle in accordance with statements which the Governing Body had heard. He had received the necessary co-operation from both countries and the surveys would be put in hand at the beginning of 1959. He hoped that they would be completed before the end of the year and that he would be able to make either final reports or very substantial progress reports during 1959.

The Governing Body took note of the Director-General's progress report on the factual survey concerning freedom of association.

The sitting closed at 6.10 p.m.

Barboza-Carneiro.
The Governing Body was composed as follows:

Chairman: Mr. BARBOZA-CARNEIRO.

Mr. AGO, Mr. AL-AANI, Mr. AMBEKAR, Mr. BENitez, Mr. BERGENSTRÖM, Mr. BOCOBO, Mr. BOTHE-REAU, Mr. BRAVO CARO, Mr. BURNE, Mr. CHISTYAKOV (replaced during part of the sitting by Mr. SAUTIN), Mr. CISNEROS, Mr. CLAUSSEN, Mr. DIAZ SALAS, Mr. ERBAN, Mr. FARRA, Mr. FAUPL, Mr. GHAYOUR, Mr. HAUCK, Mr. HAYTHORNE, Mr. KAWASAKI, Mr. LODGE, Mr. MERANI, Mr. MICHAEN, Mr. MOCHI ONORI, Mr. NIELSEN, Mr. PARKER, Mr. PEQUENO, Mr. RAHIM, Mr. RICHTER, Sir Alfred ROBERTS, Mr. RICHTER, Mr. SÁNCHEZ MADARIAGA, Mr. BEN SEDDIK, Sir Richard SNEDDEN, Mr. TATA, Mr. WALINE, Mr. WALLIN, Mr. YLLANES RAMOS, Mr. YÜ.

Eighth Item on the Agenda


Mr. WALINE pointed out that this report was dated 22 October and that there had not been time to study it in detail. He therefore requested, on behalf of the Employers' group, that the item should be postponed to the next session of the Governing Body.

The Governing Body decided to defer to its next session consideration of the report of the "Ad Hoc" Meeting on Conditions of Work and Employment of Nurses.

Third Item on the Agenda

Report of the Committee to Review the Programme of I.L.O. Conferences and Meetings

Sir Guildhaume MYRDDIN-EVANS, as Chairman of the Committee, drew attention to the fact that the report represented the unanimous recommendations of the representatives of the three groups and suggested that the Governing Body might adopt it as a whole.

Mr. Chistyakov said that he had some observations to make on particular paragraphs and would therefore prefer the various sections of the report to be taken separately.

Regional Conferences.

The Governing Body adopted the proposals in paragraphs 12 (1), 12 (2) and 13 of the report.

Major Committees.

Standing Committees of Experts.

Mr. Michanek wished to place it on record that the proposed disbandment of the Permanent Migration Committee in no way implied any falling off in the interest of the I.L.O. in those aspects of the migration problem that were related to its work and in which its co-operation might prove to be most valuable.

The Governing Body approved the recommendations in paragraphs 29 and 30 of the report.

Correspondence Committees.

The Governing Body approved the recommendations in paragraphs 47 and 50 of the report.

Arrangements for Dealing with Indigenous Labour Questions.

The Governing Body approved the recommendation in paragraph 52 of the report.

Arrangements for Dealing with Problems of Women's Work.

Mr. Chistyakov desired to explain his views on this matter as the U.S.S.R. had not been represented on the Committee to Review the Programme of I.L.O. Conferences and Meetings. He was surprised that the Committee should have adopted the report unanimously and that the Workers' representatives should not have protested against arrangements which deviated from the resolution adopted by the International Labour Conference in 1957, a resolution which had been submitted by a Workers' delegate and supported by the Workers' group as a whole.

Pursuant to that resolution, and in accordance with its own decision at its 137th Session, it was the Governing Body's duty to consider the establishment of a tripartite committee. There had already been too much delay, and the present proposal would delay a decision still further. The Soviet Government had supported the Conference resolution; its position had not changed and he would be ready to support any proposal to that effect, but would oppose the proposal in paragraph 55 of the report.

Sir Alfred ROBERTS thought that any criticism should be directed at the Committee as a whole and not at any one section of it. There had been no change of heart on the part of the Workers' representatives on the Committee when they approved the language of paragraph 55. They had in no way prejudged the decision of the Governing Body, with whom responsibility for the final decision regarding the establishment of a tripartite committee must rest. The role of the Committee was merely to submit a report to the Governing Body;
no purpose would have been served by the Workers' representatives registering an opposition vote on this report, which said that pending the decision by the Governing Body certain activities should continue in the field of women's work.

Mr. Erban observed that the question was a very important social problem and also one of principle. The Czechoslovak Government, which had voted in favour of the 1957 resolution, was against the proposals contained in paragraph 55.

Mr. Lodge gave an assurance that his Government was second to none in its concern for the problems of women's work. He pointed out that the 1959 budget in fact contained a credit of some $23,000 for a tripartite committee on women's work. The United States Government felt that such a meeting should indeed be held in 1959; in the meantime the recommendations in paragraph 55 could usefully be adopted.

The Chairman stated that the position of the U.S.S.R. and Czechoslovak Government representatives on the subject of paragraph 55 would be placed on record.

The Governing Body approved the recommendation in paragraph 55 of the report.

"Ad Hoc" Meetings of a Non-Recurring Nature.

The Governing Body approved the suggestion in paragraph 56 of the report.

Committee of Experts on the Application of Conventions and Recommendations.

The Governing Body took note of paragraph 57 of the report.

Sir Guildhaume Myrddin-Evans said that, as mentioned in the document on the fifth item of the Governing Body's agenda, the resolution adopted by the Conference relating to the establishment of a committee on conditions of work of fishermen had also been referred to the Committee to Review the Programme of I.L.O. Conferences and Meetings. The Committee had considered this resolution but, in agreement with the Director-General, had come to the conclusion that it was a matter on which it would be preferable for the Director-General to make proposals to the Governing Body in due course.

Twelfth Item on the Agenda

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

Application of Conventions and Recommendations

Forms of Annual Report on the Application of Ratified Conventions.

The Governing Body approved the recommendation in paragraph 3 of the report.

Periodical Reports on the Working of Conventions.

Mr. Chistyakov stated that his Government had no objection to the recommendations in paragraphs 5 and 7. As a matter of principle, however, it felt, as had been stated on several occasions, that in order to defend the workers more effectively the I.L.O. should endeavour to improve its older Conventions, some of which were now quite obsolete.

The Governing Body approved the recommendations in paragraphs 5 and 7.

Modification of the Memorandum concerning the Obligation to Submit Conventions and Recommendations to the Competent Authorities (Article 19 of the Constitution).

Mr. Haythorne felt that the question deserved mature consideration as the obligation in question was a very complicated one, particularly for federal States.

Mr. Lodge concurred. In his view the word "governments" in section III, paragraph (b), of the Memorandum, as appended to the Committee's report, was somewhat ambiguous. In the United States and elsewhere the Congress was in fact part of the Government, though the passage in question apparently referred to the views of the Executive.

Mr. Chistyakov held that the Memorandum, even as modified, was unsatisfactory, since the Committee had confined itself to elucidating points of detail that were already clear enough in themselves, and had done nothing to facilitate the task of the authorities responsible for submitting reports to the I.L.O. Article 19, paragraph 5 (b), of the Constitution left it to Members to decide what the competent authority was in each individual case, in accordance with their own system of government. The matter was therefore one of a purely domestic nature and hence the definition of the competent authority at the beginning of the Memorandum was unacceptable because it did not tally with this provision. Moreover, the presentation of the Memorandum should be more uniform, a kind of codification of the earlier texts, in order to facilitate the work of the Conference Committee on the Application of Conventions and Recommendations. Consideration might also be given to the advisability of retaining in the Memorandum certain details such as those relating to the communication of the documents by which the instruments had been submitted. When the Memorandum had been discussed in the Committee it had been clear that it gave rise to a number of objections. Consequently it would be desirable that a revised text of the Memorandum should be submitted to the Governing Body at a later session, having regard to the exchanges of views in the Committee and in the Governing Body.

Mr. Wallin, as Chairman of the Committee, said that the reason why the Memorandum had been drawn up in the first place was that the members of the Committee of Experts and of the Conference Committee on the Application of Conventions and Recommendations had formed the conviction that States Members needed help in interpreting correctly the obligation deriving from article 19. The old Memorandum had rendered valuable services and had enabled the Committee of Experts and the Conference Committee to make clear year by year to representatives of member States the extent of that obligation, and in particular to assist them in understanding the exact distinction between two essentially different acts—ratification and submission to the competent authority. Experience had shown

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1 See above, Minutes of the Third Sitting, p. 30, and Appendix V, pp. 82-83.
that it was possible to improve the Memorandum by incorporating in it certain of the Experts’ findings or excerpts from their reports that had been approved by the Conference. The Committee had further made a point of specifying that the observations contained in the Memorandum were without prejudice to the right of the International Court of Justice to interpret the Constitution.

In answer to the point raised by Mr. Lodge the speaker confirmed that it was indeed the Executive that was meant, and asked the United States Government representative not to press his suggestion for the deletion of the details contained in paragraph (b). He said that, as Belgian representative to the Conference, he had always stressed the need to define clearly for the guidance of governments the exact implications of the obligation laid upon them by article 19 of the Constitution, the purpose of which was to provide an opportunity for the decisions of the Conference to be referred to public opinion through the legislative authorities of a country, which were its natural channel of expression, so that legislation might be brought in by way of parliamentary initiative to give effect to the provisions of a particular Convention, irrespective of the attitude of the government to that Convention. Admittedly, the words “as a rule the Parliament” might give trouble to some States Members, but they had been introduced in order to enlighten the majority of States as to the meaning of this obligation.

In reply to Mr. Chistyakov’s remarks he conceded that the constitutional provisions were indeed clear, but explained that the Memorandum had been adopted because they had been construed differently from one member State to another. It undoubtedly lay with each State to determine which was the competent authority, provided always that the latter was competent to legislate in respect of the matters to which the Convention referred. In brief the Memorandum represented a very valuable guide for member States and a well-conceived reference document for the various organs of the I.L.O.

At the request of Mr. Chistyakov, the Chairman stated that his opposition would be formally recorded.

The Governing Body approved the recommendation in paragraph 16 of the report.

Study regarding the Use Made of the Exemptions Permitted by Article 3 of the Underground Work (Women) Convention, 1935 (No. 45).

The Governing Body took note of paragraph 17 of the report.

THIRTEENTH ITEM ON THE AGENDA

Report of the Manpower and Employment Committee

Mr. Sautin observed that the question was a highly topical one and deserved the Organisation’s fullest attention.

According to I.L.O. figures the number of unemployed in certain capitalist countries was on the rise. The authors of the report The World Employment Situation had stated that the deterioration in the situation was mainly due to a falling off in demand, but they should have made a more thorough analysis of this weakening of the purchasing power of the working class, thereby enabling the Governing Body to draft more effective recommendations to combat unemployment.

It was regrettable that in the revised version of the report the observations of certain countries, particularly those of the Soviet Union, had not been taken into account. The conclusions reached with regard to employment in the U.S.S.R. were altogether wrong. It was stated, for instance, that in that country current manpower problems related mainly to labour shortages rather than to unemployment, and further on that the employment or manpower services had not had to cope with widespread unemployment. Those statements conveyed the absolutely false impression that in the U.S.S.R. there were two problems: firstly, a negligible unemployment problem and, secondly, a much more important manpower shortage. The report added that Soviet statistical services did not give satisfactory figures for unemployment, and that manpower problems that would be referred to as “unemployment” in other countries were given a different interpretation in some countries with centrally planned economies like the U.S.S.R. It was also stated that manpower difficulties were such that the level of the number of vacancies exceeded the number of persons looking for work, and the authors came to the surprising conclusion that there was thus a problem of inflation in those countries. In this way the report contained a number of erroneous and contradictory statements.

The way to abolish unemployment was to develop the national economy and enhance the workers’ well-being in order to increase their purchasing power. That was what had been done in the Soviet Union, where industrial production in 1957 was 33 times greater than in 1913; the number of manual and non-manual workers was steadily rising and the national income had increased more than twentyfold over the same period. The wages of workers in manufacturing and construction industries and the incomes of agricultural labourers had increased enormously.

The Soviet Government was giving the workers great assistance in regard to pensions and social security. The financial expenses connected with this head in 1940 amounted to 40,000 million roubles; in 1956 the figure was 169,000 million and by 1958 it had risen to 215,000 million. The economic headway the country was making, which provided the wherewithal for the increased welfare of the population, was altogether in keeping with the various development plans. Under such circumstances unemployment was impossible, and so was a manpower shortage.

The speaker was of the opinion that the writers of the report had not rightly interpreted the employment problem in the U.S.S.R., owing to a lack of objectivity and because they wished to play down the significance of unemployment in capitalist countries by conveying the impression that the same problem was also met with in all other parts of the world. He therefore asked that the report should be amended in its references to the Soviet Union. Finally, he took the view that the report should set out the general action which the I.L.O. might wish to recommend with a view to reducing unemployment in capitalist countries—for instance, by increasing international trade and in particular trade between east and west.

Mr. Erban agreed with Mr. Chistyakov that the facts and figures presented in the report tended to show that the unemployment problem was a worldwide one and affected the socialist countries like the others. He asserted that since the introduction
of a planned economy in Czechoslovakia unemployment had completely disappeared, thanks to a logical and planned distribution of manpower to meet the exigencies of the over-all development of the national economy. As far back as in 1955, when the First Five-Year Plan was drawing to an end, the increase in industrial production had reached 124 per cent. of the 1948 figure and that of production of building and assembly units was 151 per cent. During that same period the number of shifts worked in all sectors of the economy had increased by 400,000. The Second Five-Year Plan, for the period 1956-60, similarly provided for a colossal increase in industrial production and investment, together with further improvements in social conditions; stress was laid on an increase in employment opportunities, particularly for women and for persons whose working ability was diminished. The Third Five-Year Plan and the provisional plans up to 1975 followed a similar pattern, the main theme of which was the raising of the workers' living standards. As an example, 1,200,000 housing units were to be built before the end of 1970. Despite these immense commitments everything necessary would be done to make possible a progressive reduction in hours of work. The effect of all those measures was to achieve full employment in Czechoslovakia, with the result that the right to work, proclaimed as one of the fundamental rights of the citizen in the Czechoslovak Constitution, would continue to be fully observed.

For all the reasons thus adduced the speaker could not approve the text of the report.

Mr. Lodge, unlike the previous speakers, considered that the report was a very worthwhile and valuable one. The Economic and Social Council at its summer session had been prompted in part by this report in framing a resolution of which the United States delegation was one of the sponsors, which reaffirmed the I.L.O.'s competence to deal with employment and unemployment questions. In its present form the report was more topical and up to date than the original version, and it had the merit of separating more clearly the problems of employment in the industrially more highly developed countries from those in countries at a lower stage of development.

Referring to the report of the Manpower and Employment Committee itself, he drew attention to the statement in paragraph 2: "The recovery in the United States had gathered strength but the international repercussions of the down-turn were still being felt." If the word 'down-turn' referred to the United States it would appear to be in contradiction to the passages in the [revised version of the] report on The World Employment Situation which say: "There is little evidence at the present time of any close relationship between the conditions leading to unemployment in Europe and in North America" (p. 30), and "...in its international aspects the main distinguishing feature of the present United States recession is that there has been hardly any reduction in the United States demand for imports" (p. 32). He thought a clarification might be made in the text, the more so because the significant improvement predicted in June 1958 by the Secretary of Labor in his speech to the International Labour Conference had indeed come to pass in the United States.

Mr. Monk, referring to the report on The World Employment Situation, remarked that many govern-
of employment lay in private capital investment, though with due recognition that the public sector was of great importance in serving the community. Disclaiming any desire to make propaganda, the speaker was nevertheless against the idea of a régime where the worker in a planned economy was not at liberty to choose his employment. If the choice was between a régime that fostered human freedom and dignity and a completely planned régime where man was the slave of his work, he would unhesitatingly opt for the former.

Sir Alfred Roberts queried the value of the freedom to starve to death because one had no income. The important thing was to relieve the people who were suffering from unemployment and under-employment throughout the world. According to Mr. Lodge, and perhaps to the authors of the report on the employment situation also, it would seem that the "down-turn" in the United States had had no repercussions elsewhere. The fact remained, however, that the current recession had started in the United States and Canada and was now being experienced in other industrialised countries. In Great Britain unemployment was more than one-third higher than it had been six months ago, and it could be reasonably expected that there would be three-quarters of a million persons unemployed by March 1959. Unemployment was rising in many other European countries. The fact was that many of them had been fighting inflation with insensitive weapons which had brought about unemployment, although all were pledged through the United Nations Charter, or even under internal legislation, to secure and maintain full employment. The main efforts had been directed to bringing about financial stability, but financial stability was cold comfort to people who were losing a substantial fraction of their income as the result of measures taken to combat inflation.

The report, as Mr. Lodge had said, indicated that there had been no reduction in United States imports, from other countries, but the world prices of primary products had been falling, doubtless because of a reduction in demand, showing that the situation was having a cumulative effect. Thus countries producing primary commodities were in financial straits that prevented them from taking the action advocated by the I.L.O., so that unemployment and underemployment were likely to increase still further. It was clear that the measures taken to secure financial stability, which incidentally had kept prices high, had been of no benefit to the workers in either the industrially developed or the underdeveloped primary producing countries.

The report was a sound one but it must not remain a dead letter. It was essential that governments should take action as soon as they could and not wait until the employment problem had grown beyond their control and had entailed consequences which could be terrible throughout the world.

Mr. Pomés felt obliged to enter reservations regarding paragraph 4 of the Committee's report, which appeared to him to be biased. It was sufficient enough to mention the obligations of the underdeveloped countries; some thought should also be given to the responsibilities of foreign capital in regard to the national sovereignty of those countries.

Mr. Haythorne regarded the report on The World Employment Situation as a very useful one and approved the changes that had been made in it. He noted that the document dealt at length with measures to be taken when unemployment occurred, but felt it no less important to keep in mind measures designed to head off unemployment. In his opinion this part of the report might have been somewhat expanded, because recessions frequently grew out of a failure to control booms and because governments could do much to damp down the fluctuations in employment by regulating inflationary pressures.

In another connection the report tended to leave the impression that the North American Continent was recession-prone and that its recessions tended to upset the otherwise stable situation elsewhere. Recessions could, however, take place in Western Europe or elsewhere, even if there were no recession on the American Continent. In the present instance, at least as far as Canada was concerned, the recession was due not so much to a slackening of consumption, as Mr. Sautin had claimed, but rather to the fact that the rise in the volume of capital equipment and the growth in the number of industries were outpacing the increased demand for the products of those industries. This was a passing situation which could probably be remedied in the light of experience, not merely by action on the part of governments but also by action on the part of industry in the form of proper advance planning.

The report contained a better analysis of the employment and unemployment situation in Eastern European countries than that in the earlier version. Mr. Sautin's and Mr. Erban's objections merely showed how difficult it was to give a satisfactory definition of unemployment, particularly for the purposes of comparisons between countries. For example, it was stated in the report that in Bulgaria there was compulsory retirement for men at the age of 55 and for women at the age of 50, after which ages no one was permitted to apply for another job. Unemployment figures would drop rather drastically in the western countries if similar provisions were introduced.

Some progress might perhaps be made in understanding all facets of the unemployment problem if it were approached from the angle of accurate comparisons taken from the employment field. It would be useful if the representatives of the U.S.S.R., Czechoslovakia and other countries could furnish comparable data, for example on hourly earnings, number of ordinary hours worked and the amount of overtime, both for the country as a whole and by regions, industries and in certain significant occupations. It would also be wise not to make an arbitrary separation between unemployment, underemployment and employment. It had been found in Canada that it was important, in analysing the employment problem, to look at the whole complex of the labour force and then to break it down into its component parts.

Mr. Faupl wished to underscore everything that had been said on the Workers' side and particularly by Sir Alfred Roberts. If his group seemed to be more concerned than others with unemployment, it was perhaps because they lived closest to those who were the first to suffer by it. He was unable to share Mr. Lodge's optimism in regard to the situation in the United States. American labour had constantly taken the position that basically the United States economy was sound but that the Government and industry had not lived up to their responsibilities in dealing with unemployment. Despite improvements in some sectors there were still 3,800,000 unemployed workers and, while it
was perhaps an encouraging sign that imports had not declined, the fact remained that exports had dropped substantially, thereby confirming Sir Alfred Roberts's opinion that the impact was now being felt in other parts of the world. For that reason government must take a hand; the I.L.O., too, must actively follow up the report on the employment situation and take the necessary measures in the light of the debate in the Governing Body so that steps would be taken in the various countries to alleviate unemployment. The Workers' members also felt that this type of report should be brought up to date at least once a year to afford a gauge by which to assess the steps to be taken in the future.

Mr. Merani, as Chairman of the Manpower and Employment Committee, said that the Committee had been very appreciative of the Office report on *The World Employment Situation*, and had expressed the hope that in future the I.L.O. would continue to keep the matter under study and would report to the Governing Body on the subject from time to time. The question of social security, which various speakers had raised, was not on the Committee's agenda. With regard to paragraph 4 of the Committee's report he explained that the passage reflected considerations that had been voiced by two members of the Committee, and if the opinion advanced by the Uruguayan representative found no place in the report it was because it had not been propounded in the Committee.

The speaker drew particular attention to the suggestion in paragraph 7 of the Committee's report regarding the possibility of an *ad hoc* study by the I.L.O. of surplus labour resources and the intensive use to which they were put in some countries. He expressed the hope that the Director-General would try to meet it to the greatest possible extent.

Mr. Becker drew attention to the suggestions contained in paragraph 6 of the Committee's report. It was true that the causes of recessions differed but it would always be necessary to take preventive measures, for if plans were not ready in advance their execution would come too late. He strongly supported the recommendations contained in paragraph 10 of the report and trusted that future surveys would not wait upon the "significant developments" mentioned in the recommendation but would be put out as soon as the symptoms appeared.

Mr. Michanek said that the competent authorities in his country had found the I.L.O. report on *The World Employment Situation* a very useful document, and had noted with satisfaction that various means employed in Sweden to combat unemployment, wherever possible without inflation, were used with varying degrees of success in other countries as well. The Swedish authorities had drawn inspiration from the report in considering some forms of new action which had already been tried elsewhere. He gladly supported the suggestions outlined in paragraph 10 of the report of the Manpower and Employment Committee.

The Chairman, with the agreement of the Vice-Chairmen, called on the representative of the World Federation of Trade Unions to make a statement.

Mr. Boglietti (observer representing the World Federation of Trade Unions) said that unemployment was currently a leading preoccupation of the workers and their trade unions. The Committee's proposals were relevant, but they were mainly directed to long-term action and seemed inadequate to cope with the present situation, which was more disquieting than at any time since the end of the Second World War. Unemployment was still the leading problem, not only in the United States, despite the slight upturn but also in other countries. The fundamental factor was not numbers alone but the fact that those idle workers saw little chance of being reincorporated into the economy. The same uncertainty confronted school leavers looking for their first job. Some of the symptoms were most disturbing; they included attempts to reduce the basic wage outright, to dismiss hands and rehire them at a lower wage, and to oppose wage increases almost on principle. People even went to the point of including among the factors which might improve the situation such things as an aggravation in international tension or an increase in defence spending.

Faced with this situation, the I.L.O. should quicken the tempo of its work and take new action which would meet both the expectations of the workers and the concern expressed at its last session by the Economic and Social Council.

Parallel with the efforts of the United Nations in the primary commodities field the I.L.O. should take similar action in the sphere of employment. The World Federation of Trade Unions therefore proposed that the I.L.O. should convene an international tripartite meeting or conference to formulate, on the basis of documentation prepared by the Office, the international trade union organisations and other bodies, recommendations on international action likely to bring about greater employment and on other subjects relating to improved systems of unemployment insurance, the continuance of the employer-employee relationship during lay-off periods, etc. Consideration might also be given to other experiments, for instance higher wages which might successfully hold unemployment in check and were regarded by economists in the United States as having been the stoutest bulwark against worsening of the crisis, a reduction in hours of work without any reduction in wages, public investment in socially useful schemes and in public works projects for peaceful purposes, etc. A further example was an agreement recently signed in Italy between the trade unions and the ministry concerned to provide that workers laid off during the reconversion of two large-scale metal plants would receive partial wages for 16 months and would thereafter be taken on again. A conference such as that suggested would afford an opportunity of examining these various suggestions with a view to framing recommendations for action likely to increase employment.

Mr. Sautin said that the general discussion of the question of employment in the Governing Body had been most useful. He protested against the observations of Mr. Ylännes Ramos, however, which were both unhelpful and ill-informed; in that connection he referred to page 115 of the [revised version of] *The World Employment Situation*, which indicated that unemployment had recently appeared in Eastern Europe as a result of the greater freedom of workers to change jobs, thus showing that in the U.S.S.R. workers were free to move from place to place. With reference to Mr. Haythorne's observations, he recalled his previous remarks concerning the extensive improvements that had been carried into effect in his country in
respect of increased employment and national income, wages, hours of work and holidays. The Bulgarian Pensions Act, to which Mr. Haythorne had referred, like the similar U.S.S.R. Acts, provided for a lower retiring age in the workers' own interests; in 1958, 64,000 million roubles had been paid out in pensions in the U.S.S.R.

Mr. Rahim said that paragraph 4 of the Committee’s report called for some explanation. During the last few years, while there had been an enormous increase in production capacity and production rates in the industrially advanced countries, capital had been most reluctant to invest in the underdeveloped regions, partly because quicker and more profitable returns could be expected from investments at home. If this was the situation during a boom period, was it likely that capital would flow to the underdeveloped countries during a period of recession?

Mr. Erban urged that consideration should be given to the important proposals put forward by the representative of the World Federation of Trade Unions. In connection with Mr. Haythorne’s remarks, he for his part would be ready to furnish further information on the situation in Czecho-slovakia.

Mr. Camejo Argudin entered a reservation on behalf of his Government with regard to the wording of paragraph 4 of the Committee’s report. This was a broad generalisation, whereas the situation differed widely from country to country. In point of fact Cuban financial and economic policy was such as to inspire complete confidence in investors.

Mr. Lodge regretted that he had given the impression of taking an over-optimistic view of the situation and made it clear that his Government was far from insensitive to the problems of the unemployed. The Government had taken extensive action to extend the duration of unemployment insurance; it had also taken steps to stimulate the housing industry and had speeded up procurement in other fields. In describing the evolution of the economic situation in the United States he had merely quoted the Office report, which stated that hours of work had risen in manufacturing from 38.3 in April to 39.8 in September, that unemployment had fallen from 5.2 million in February to 3.8 million in October, and was likely to drop further. It was significant that personal incomes were at an all-time high, and so was consumer spending; the purchasing power of factory workers by September 1958 was the same as a year earlier, itself almost an all-time high.

Mr. Guessous associated his Government with the reservations previously made by the Uruguayan representative in respect of paragraph 4 of the Committee’s report, though with due regard to Mr. Merani’s explanations. While Morocco had been regarded by the majority of experts as one of the countries which had promulgated pioneering laws on investment for the very purpose of attracting foreign capital, an economic and financial policy embodied in domestic instruments would obviously be of no avail if capital imports were subject to conditions which derogated from national sovereignty.

Mr. Yllanes Ramos, also referring to paragraph 4 of the Committee’s report, made the point that his country accepted only foreign capital that did not require any greater safeguards than those demanded by domestic capital. The foreign capital thus invested had helped to create new jobs.

With reference to his earlier remarks, he regretted any offence they might have caused but thought the facts he had mentioned spoke for themselves.

The Chairman said that the various observations that had been made would be placed on record.

The Governing Body approved paragraphs 10 and 12 of the report of the Manpower and Employment Committee.

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

FIFTH ITEM ON THE AGENDA

Action To Be Taken on the Resolutions Adopted by the International Labour Conference at Its 42nd Session (concl.)

The Chairman recalled that the Governing Body, when dealing with the fifth item on its agenda, had postponed consideration of the two resolutions relating to manpower and employment.

Resolution concerning Manpower Aspects of Economic Development.

The Governing Body adopted paragraph 16 of the document.

Resolution concerning Measures to Promote Employment and Action against Unemployment.

The Governing Body adopted paragraph 29 of the document.

The sitting closed at 1.20 p.m.

BARBOZA-CARNEIRO.

1 See above, Minutes of the Third Sitting, pp. 28-30.
The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Ago, Mr. Al-Aani, Mr. Ambekar, Mr. Benítez, Mr. Bergenström, Mr. Bocobo, Mr. Bothereau, Mr. Bravo Caro, Mr. Burne, Mr. Campanella, Mr. Chistyakov (replaced during part of the sitting by Mr. Shkunaev), Mr. Cisneros, Mr. Clausen, Mr. Diaz Salas, Mr. Erban, Mr. Faupl, Mr. Ghayour, Mr. Hauck, Mr. Haythorne, Mr. Kawa­saki, Mr. Lodge, Mr. Merani, Mr. Michanek, Mr. Monk, Sir Guildhaume Myrdin-Evans, Mr. Nielsen, Mr. Parker, Mr. Pequeno, Mr. Pétre, Mr. Pico*, Mr. Rahim, Mr. Richter, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. Ben Seddkik, Sir Richard Snedden, Mr. Tata, Mr. Waline, Mr. Yllanes Ramos, Mr. Yū.

* Appointed as deputy by the Brazilian Government representative.

TENTH ITEM ON THE AGENDA

Communication from the Representative of the U.S.S.R. Government concerning the 23rd and 27th Reports of the Committee on Freedom of Association

The Chairman, seeing that no one wished to speak on this item, said that the Governing Body would take note of the communication. He asked the Governing Body to proceed with the next item on the agenda.

Mr. Waline, supported by Mr. Campanella and Mr. Lodge, moved that the discussion be reopened.

The Chairman pointed out that he had given members an opportunity to speak on the item, but he agreed nevertheless to reopen the discussion.

Mr. Waline recalled that at the 139th Session he had asked that if consideration of the U.S.S.R. Government's reply were postponed it should be for the purpose of enabling all members of the Governing Body to consider the communication at leisure and to seek instructions so that the matter could be disposed of at the present session. It was unthinkable that it should be passed over in silence.

The issue before the Governing Body was the action it proposed to take after having unsuccessfully requested a member State to accept reference to the Fact-Finding and Conciliation Commission. That step was the conclusion of a lengthy exchange of correspondence between the Government concerned and the Committee on Freedom of Association and the Governing Body itself, and the time had come for the Governing Body to arrive at a conclusion.

Sir Alfred Roberts reiterated the proposal he had made at the previous session on behalf of the Workers' group that the facts of the case, the findings of the Committee and the reply of the U.S.S.R. Government should be published.

Mr. Waline presumed that it would be recorded that the U.S.S.R. had refused the good offices of the Fact-Finding and Conciliation Commission and that, in those circumstances, all that the Governing Body could do after considering the replies of the U.S.S.R. Government was to publish its findings together with those replies.

Mr. Chistyakov contended that it had been proved to the Governing Body that the allegations of infringement of trade union rights in the Soviet Union were unfounded. It was common ground among lawyers all over the world that complaints that were unfounded were calumnies. Such proceedings could only heighten mistrust between members of the Governing Body and hamper the common task they were called upon to perform in the Organisation.

The U.S.S.R. Government had shown complete good faith; it had given straightforward answers and had never evaded the issue. As no new evidence had been adduced to prove it wrong, he protested against publication as being unnecessary and a reflection on the U.S.S.R. His Government had no objection to the Chairman's proposal to take note of the communication and thus close the matter.

Sir Alfred Roberts asked if it were not a fact that reports of the Committee on Freedom of Association, after they had been before the Governing Body, were published in any event.

Mr. O'Brien said that there was a difference between the documents becoming public and their being published; in a previous case of a similar nature there had been specific publication of the documents.

It would not be proper for the Governing Body merely to note the communication from the U.S.S.R. Government, and it was essential for the preservation of the Governing Body's own dignity that positive action be taken along the lines suggested.

Sir Guildhaume Myrdin-Evans said that he and some of his fellow Government members found themselves in some difficulty in this matter. Although the proposal to publish the facts followed the normal procedure which had been adopted in previous cases, notably in that of Czechoslovakia, there had been a change in the situation since the last session of the Governing Body. In the meantime the Director-General had made arrangements with the U.S.S.R. Government for a mission to proceed to the Soviet Union to carry out a comprehensive survey of the factual position in respect of freedom of association. Although there was no
specific link between the two matters, he was of the opinion that the general survey rather overshadowed the more specific and more limited allegations in the present case. Before taking action which was in a sense condemnatory of the Government concerned, the Governing Body should consider whether it would not be in the best interests of the I.L.O. and of freedom of association generally that the issue should once again be postponed.

Mr. Lodge was prepared to support the Employers’ and Workers’ proposals, but wondered whether the objectives of the Governing Body would not be attained if it placed on record that it had taken cognizance of the communication from the U.S.S.R. Government and reaffirmed its earlier vote accepting the findings of the Committee on Freedom of Association.

Mr. Ghayour observed that the communication was defamatory of the Committee on Freedom of Association by alleging that the Committee and the machinery it had set up were not impartial. It would not be right to publish the communication in question without a statement that the Governing Body rejected the insults to the Committee which it had instituted and which had performed its task with the utmost equity.

Mr. Waline shared Mr. Ghayour’s surprise at the hard things said about the Committee by a member State represented on the Governing Body; it was one thing to criticise the system, but a very different one constantly to impugn the impartiality of everyone who sat on the Committee on Freedom of Association.

When the Governing Body had had before it proposals to overhaul completely the procedure for examining complaints it had finally decided, rightly or wrongly, to continue the existing system, the last stage in which was the examination of reports by the Governing Body and, as appropriate, a request by the Governing Body to the governments concerned to agree to reference to the Fact-Finding and Conciliation Commission. The new procedure for following up, as it were, the McNair Report by freedom of association surveys in various countries was an entirely different thing, as was clear from the fact that the first survey would be made in the United States, a country whose over-all system of freedom of association had never, to his knowledge, been the subject of a complaint. He had stressed this fundamental difference at the preceding session because he had anticipated that the two procedures would be confused with each other and that it would be suggested that the Governing Body should await the results of a survey before taking a decision; that would, in fact, be a convenient way of avoiding the need for members to commit themselves on a complaint which had been exhaustively investigated.

The Employers’ group believed that the results of the proceedings in the Committee on Freedom of Association should be divulged to those who were entitled to know about them, and for his part he considered that they might very well be published immediately.

Sir Alfred Roberts said that when the freedom of association machinery had first been introduced it had been decided by the Governing Body that, in the event of a country refusing to allow the Fact-Finding and Conciliation Commission to operate, the only alternative would be to publish the facts.

The proposal of the Workers’ group was based on this decision and not on any consideration of the particular country involved in the case.

Mr. Lodge’s suggestion amounted to ignoring the arguments of the U.S.S.R. Government. The speaker’s own proposal to publish the facts was a more democratic one but, in fairness to the U.S.S.R. Government, the Governing Body should also publish the U.S.S.R. reply, indicating that it construed it as a refusal to submit the matter to the Fact-Finding and Conciliation Commission.

It might take many years to complete a survey of freedom of association in all 79 member States, and therefore it would not be practicable in the majority of cases to suggest postponing publication until the survey had been carried out. The only logical procedure was to deal with cases as they arose; if the Governing Body were later proved wrong it should apologise for its mistake.

Mr. Erban considered that the reply from the U.S.S.R. Government did not contain any arguments and was fully satisfactory.

Mr. Merani said that at the preceding session he had supported the proposal for postponement on the ground that arrangements were in progress with the Government concerned for the carrying out of a factual freedom of association survey. As these arrangements had now been completed, he was inclined to support Sir Guildhaume Myrddin-Evans’s suggestion that the case be left in abeyance.

Mr. Bocobo said that the Philippine Government considered the communication from the U.S.S.R. Government as an insult to the Governing Body and vigorously opposed its publication.

Mr. Yü said that to take note of a communication in which inaccuracies and insults abounded, as had been proposed, would be a very unfortunate procedure. The least the Governing Body could do was to publish all the facts and let those facts speak for themselves. In so doing the Governing Body should state that it did not consider the communication from the U.S.S.R. Government representative to be satisfactory. In judicial proceedings the fact that the accused obstructed efforts to investigate the case and merely proclaimed his innocence was hardly accounted a reason for dismissing the prosecution.

The Chairman observed that in proposing originally to take note of the communication he had merely meant that in the absence of any comment the Governing Body should proceed to the next item on the agenda.

Mr. Haythorne said that there was no reluctance on the part of the Governing Body to face the facts, and that it would not wish to postpone action unless there was good reason to do so. The only question was whether the proposed action was the wisest to take in the present circumstances. The primary objective of the Governing Body was, he felt, to further freedom of association everywhere and to this end it had, after long discussion, evolved a programme of freedom of association surveys which it was hoped would attain that objective.

He was inclined to favour a temporary postponement of the matter so as to give the surveys a chance to produce results and would deprecate any action that would interfere with their efficacy; he
was, however, prepared to support Mr. Lodge's suggestion if the latter commended itself to members of the Governing Body generally.

Sir Alfred Roberts doubted whether it was either necessary or desirable to reaffirm a decision taken at the 138th Session, as though it were ever in doubt. Moreover, to adopt Mr. Lodge's proposal would not be an end of the matter; the report on the case would still be published in the ordinary course of events.

Mr. Lodge explained that the object of his proposal was that the Governing Body should record that it had taken cognizance of the communication but that, even in the light of the arguments contained therein, it adhered to its earlier decision. The question of publication seemed a somewhat academic one, since the relevant documents were already accessible to the public. The intention of his proposal was to close the cycle of events; that would not necessarily close the case, since the survey might produce further pertinent material.

The sitting was suspended at 4.35 p.m. and resumed at 4.50 p.m.

The Director-General recalled that the arrangements for the freedom of association surveys had been developed as a separate programme independently of the machinery for examining allegations relating to freedom of association. The Office was now in a position to begin those surveys. The understanding had always been that the surveys would be objective and scientific and would be conducted without any connection with or relation to other controversial issues pending in the same field. In relation to further programming it was important to distinguish between the two procedures.

Sir Guildhaume Myrdain-Evans said that in making his tentative suggestion he had been influenced primarily by a desire that the new factual survey procedure should not be jeopardised before it had got under way. In view of the Director-General's remarks it seemed desirable to dispose of the particular matter under consideration as soon as possible, and he accordingly withdrew his suggestion for a postponement.

Mr. Lodge withdrew his alternative proposals also, as they had not received the general support of the Employers' and Workers' members. He would support Sir Alfred Roberts' proposal on the understanding that it constituted an affirmation of the conclusions of the Committee on Freedom of Association.

By 33 votes to 2, with 4 abstentions, the Governing Body adopted the proposal made by Sir Alfred Roberts on behalf of the Workers' group and accordingly decided to give full publicity to the report of the Committee on Freedom of Association concerning Case No. 111 (U.S.S.R.) and to the communication received from the Government of the U.S.S.R.

Mr. Chistyakov, explaining his negative vote, said that the decision showed that the Governing Body had not dealt fairly with his Government. No new facts or testimony had been adduced to disprove his Government's statement. The Governing Body had been swayed by political considerations in taking its decision and it was continuing to discuss matters which might, and undoubtedly would, seriously prejudice the work of the Organization.

He was surprised at the attitude of certain great powers who were sufficiently familiar with international relations and skilled in diplomacy to understand that such decisions could not but make the work of the I.L.O. more difficult and, far from furthering co-operation, only impaired the authority of decisions taken on other matters. The majority of the speeches had shown the irresponsible and ill-founded nature of the Governing Body's decision.

He wished his remarks to be placed on record, as the unfortunate consequences of the present decision would certainly appear in future.

Mr. Erban said that the Czechoslovak Government construed the decision as being directed against all the socialist countries and against the very foundation of their social structure. In his opinion the publication of so-called complaints meant that the I.L.O. was lending itself to a campaign against the socialist countries which had nothing to do with the interests of the workers. A choice would have to be made between the "cold war" and international understanding. The I.L.O. was a world-wide organisation and presumably wished to remain so.

Ninth Item on the Agenda
Reports of the Committee on Freedom of Association
Twenty-ninth Report

The Chairman, with the agreement of the two Vice-Chairmen, called on the representative of the World Federation of Trade Unions to make a statement.

Mr. Boglietti (observer representing the World Federation of Trade Unions) drew attention to an apparent discrepancy between the French and the other versions of the last sentence of paragraph 6 of the report. The French version suggested that an international organisation of employers or workers having consultative status could present complaints only when its affiliated organisations were directly involved, whereas the English and Russian texts implied that an organisation with consultative status could lodge complaints about infringement of freedom of association anywhere, whether it had a local affiliate or not.

The World Federation of Trade Unions had not, however, had time to examine the Committee's recommendations in detail and reserved the right to make further comments later. In view of the fact that changes in the Committee's procedure were an important matter, it was desirable that there should be more time to consider the recommendations made on the subject, and it was also desirable that all the proposals should be examined at one time, including those relating to matters such as the hearing of the parties and the communication of governments' replies to complainants, which were to be considered by the Committee at its next meeting. The W.F.T.U. therefore suggested that the whole matter be deferred for examination at the next session of the Governing Body, and that the Committee on Freedom of Association should meet some time in advance of the session to give time for consideration of its recommendations.

Mr. Bocobo welcomed the suggested classification of cases as "urgent" and "less urgent," and
considered that the new procedure would enable the Governing Body to do justice to all concerned. His Government, as one of those which had criticised the previous procedure, congratulated the Committee on its present proposals.

Mr. Chistyakov, observing that the proposals had not taken into account criticisms made by certain members of the Governing Body regarding the Committee's work, considered that the suggested steps were not an improvement of the Committee's procedure but rather an attempt to side-step the question entirely. The document suggested certain safeguards for the impartiality of the Committee, an implicit recognition that in the past its impartiality had left something to be desired, as the Soviet representatives had repeatedly affirmed. In fact, however, the proposal that any member who had taken part in the formulation of a complaint should be excluded from consideration of the case would make no practical difference to or improvement in the present procedure.

Similarly, the projected safeguards against abuse of the procedure of the Committee in no way met the criticism so often expressed by the U.S.S.R. Government, but amounted only to a limitation of the right of the workers to lodge complaints, while the proposals for simplification of the Committee's reports would merely make it impossible for members of the Governing Body to form a personal opinion before taking a decision. The proposed circulation of reports on non-urgent cases prior to the session at which they were to be considered would indeed facilitate discussion, but it had the drawback that it would lead to considerable delay in the investigation of complaints, thereby jeopardising the interests of large groups of workers. The U.S.S.R. Government's opinion of the Committee was not changed by the present recommendations and the speaker said he would vote against them.

Mr. Lodge generally supported the recommendations as a serious effort by the Committee to improve its own procedure, but hoped that the simplification of the reports would not be carried too far.

Mr. Merani expressed the hope that the Committee at its next session might also consider the possibility of an increase in its size. The disqualification of members whose countries were involved in a case weakened the Committee, and the attendance of substitutes did not make for continuity.

Mr. Erban said that he would abstain from voting because his country was opposed to the present structure and activities of the Committee.

The Chairman said that the position of the U.S.S.R. and Czechoslovak Government representatives would be put on record and that Mr. Merani's observation would be noted.

The Governing Body adopted the proposals in paragraphs 5, 6, 9 and 14 of the report.

Mr. Chistyakov announced that in view of the fact that the procedures of the Committee on Freedom of Association did not afford an impartial investigation of complaints of infringement of trade union rights, that the reports were submitted very late, and that it was impossible to form an opinion on the points for decision, he would abstain from the vote on the 30th, 31st and 32nd Reports of the Committee on Freedom of Association.

Mr. Erban said that he also would abstain, for the same reasons.

Introduction.

The Governing Body took note of paragraphs 1 to 9 of the report.

Complaints Which the Committee Recommends Should Be Dismissed Without Being Communicated to the Governments Concerned.

The Governing Body took note of paragraphs 10 to 27 of the report.

Complaints Which the Committee Recommends Should Be Dismissed.

The Governing Body approved the recommendations in paragraphs 39 (Case No. 125: Brazil), 45 (Case No. 171: Canada), 62 (Case No. 173: United States and Greece), 69 (Case No. 175: Yugoslavia), 84 (Case No. 177: Honduras), 100 (Case No. 181: Ecuador) and 108 (Case No. 182: United Kingdom) of the report.

Conclusions concerning the Cases relating to Spain (Case No. 143), Argentina (Case No. 172) and Greece (Case No. 174).

The Governing Body approved the recommendations in paragraphs 107 (Case No. 143: Spain), 208 (Case No. 172: Argentina) and 237 (Case No. 174: Greece) of the report.

Conclusions concerning the Cases relating to the United Kingdom (Cyprus) (Case No. 176) and the United Kingdom (Northern Rhodesia) (Case No. 152).

The Governing Body approved the recommendations in paragraphs 242 (Case No. 136: United Kingdom-Cyprus) and 248 (Case No. 135: United Kingdom-Northern Rhodesia) of the report.

Thirty-first Report

The Governing Body approved the recommendations in paragraphs 13 (Case No. 156: France-Algeria), 36 (Case No. 161: France-Cameroons) and 53 (Case No. 170: France-Madagascar) of the report.

Thirty-second Report

Case No. 179 (Japan).

Mr. Kawasaki observed that the Committee's view as expressed in paragraph 20, subparagraph (a), appeared to be only an interim conclusion, and therefore his Government would find it difficult to agree to it. In subparagraphs (b), (c) and (d) his Government was requested to furnish further observations and data, and he hoped the Committee would come to a fair and just conclusion on the whole of the evidence. The Japanese Government attached great importance to the question of freedom of association and was currently endeavouring to adjust divergent views on the matter in Japan.

Sir Alfred Roberts expressed the view that the Committee and the Governing Body were quite
The fact was that no new material had been produced to contradict the statements made by the Hungarian Government, which categorically rejected the accusations made against it and quite rightly pointed out that it was the tendencies manifested in the Committee's conclusions which were contrary to the spirit of the I.L.O. Constitution and to the interests of the workers. Members of the Governing Body were optimistic indeed if they thought that their preoccupations would affect in any way the welfare of the Hungarian people. The workers in Hungary and their trade unions enjoyed wide rights and full freedom and were making a great contribution to the improvement of their own conditions. The recent parliamentary elections had clearly demonstrated the complete freedom and democracy that obtained and the support of the Hungarian people for socialism and popular democracy.

It was clear that certain members of the Governing Body were determined to follow a "cold war" policy which could only lower the I.L.O.'s prestige. It was essential in the interests of serious co-operation that certain items be struck off the agenda. The Governing Body should accordingly take note of the Hungarian communication and take the necessary steps for constructive co-operation within the I.L.O.

Mr. Waline remarked that the Budapest Government was not entirely absent from the meeting since the previous speaker had fully paved the way for its case. The Employers' members did not regard it as insulting to be described as capitalist employers, as the U.S.S.R. Government representative appeared to assume, but they did consider it insulting to be described as being "without the least pretence of impartiality since they are sworn enemies of any free and independent trade union movement". The presence of the Employers' representatives in the Governing Body showed the falseness of that statement.

Sir Alfred Roberts noted that the Hungarian Government had thought fit to insult all the members of the Governing Body and in particular the members of the Committee on Freedom of Association. Appeals had repeatedly been made for co-operation, but in the context in which the term had been used by Mr. Chistyakov "co-operation" appeared to an insidious propaganda tract by dissemination in paragraph 20 of the report.

The Governing Body approved the recommendations in paragraph 20 of the report.

Communication from the Government of Hungary concerning the 27th Report of the Committee on Freedom of Association

Mr. Bocobo, on behalf of the Philippine Government, strongly protested against both the tone and purport of the Hungarian Government's communication. The Hungarian Government might express disagreement with the findings of the Committee, but it had no right to impugn the integrity of a quasi-judicial offshoot of the Governing Body. For the loser in an action to impute malice to the judge subverted every principle of justice. Furthermore, the objection that there were no Communists on the Committee was a mere quibble, for the Hungarian Government had equally rejected the majority findings of the Governing Body, on which representatives of communist countries were seated. It was not the complaint regarding freedom of association in Hungary that turned the Organisation into a battlefield for various political factions but rather such attitudes as those of the Hungarian Government in refusing to abide by the decisions of duly constituted international bodies.

Sir Richard Snedden said that the Employers' members did not think it worth while to comment on all the oft-repeated references to them in the communications from both the U.S.S.R. and the Hungarian Governments. However, the statement in the second paragraph that "seats on the Committee are held by delegates of capitalist employers without the least pretence of impartiality in this matter since they are the sworn enemies of any free or independent trade union movement" was particularly venomous; it would not be believed by any member of the Governing Body but it was perhaps of just sufficient importance to be branded as false.

Mr. Ghayour found it curious that accusations should constantly be levelled at the capitalist employers, whereas the complaints in question had been filed by workers' organisations. Presumably the capitalists were better known because the writers of the communication had not entirely despaired of winning over the working class.

Mr. Chistyakov said that the tone of the discussion was not calculated to enhance the prestige of the Organisation. It was easy to speak against the Hungarian Government when it had no representative present. The frivolous attitude of the Employers' representatives was understandable as they bore no responsibility for international relations, and indeed at the last session of the Conference they had sought to add fuel to the fire by their clever speech-making. Could it not be accepted that the I.L.O. contained representatives of different political systems, but that they came together not to stir up hatred and strife but to open up avenues of co-operation?
He pointed out, however, that if the proposal was to publish the report without the Hungarian communication it would be contrary to the established procedure of the Governing Body.

Sir Alfred Roberts asked whether the case had not already been published by being sent both to the United Nations and to the International Labour Conference. If that were so, perhaps Mr. Lodge’s proposal was unnecessary.

Sir Guildhaume Myrdin-Evans said that as he understood it the proposal was to follow exactly the same procedure as had been applied in the case relating to the U.S.S.R., with the addition of a statement from the Governing Body to the effect that it completely rejected the allegations contained in the reply from the Government of Hungary, especially those which reflected on the impartiality of the Committee on Freedom of Association.

Sir Alfred Roberts understood Mr. Lodge’s proposal to be that the Governing Body should reject the note from the Hungarian Government without publishing it.

Mr. Lodge confirmed Sir Guildhaume’s interpretation of his proposal.

Mr. Erban reiterated his statement that the Committee’s attitude to the Hungarian trade unions was basically one of political opposition to the present system in Hungary, and that to prolong discussion on the matter was merely calling in question the objectivity of I.L.O. bodies. He would oppose the proposal to publish the report on the case. If, however, the report had already been made public, the Hungarian Government’s observations should also be published.

By 36 votes to 2, with 2 abstentions, the Governing Body adopted the proposal moved by Mr. Lodge, and accordingly decided to reject the allegations raised in the reply from the Government of Hungary and to give full publicity to the report of the Committee on Freedom of Association concerning Case No. 160 (Hungary) and to the reply received from the Government of Hungary.

ELEVENTH ITEM ON THE AGENDA

Report of the Financial and Administrative Committee

Financial, Budgetary and Administrative Questions

Budgetary Situation (1958 Budget) on 31 October 1958.

Situation of the Expanded Programme of Technical Assistance Account on 31 October 1958.

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

Proposed Transfers Within the 1958 Budget.

Mr. Waline drew attention to the last sentence of paragraph 10 of the report which he thought had been taken over from a working document without the endorsement of the Financial and Administrative Committee. The following paragraph showed that despite the “tightening-up process” it had been possible to cover all but $40,000 of the additional expenditure of approximately $174,000. The Employers’ members had no further observations to make on the report.

The Governing Body approved the transfers in the 1958 budget as listed in Annex A to the report.


Mr. Shkunaev raised objection to those parts of paragraphs 26 and 59 of the report which referred to withdrawals from the Working Capital Fund. It was becoming a habit for the Governing Body to authorise withdrawals from the Fund, although article 19 of the Financial Regulations of the I.L.O. stated that such withdrawals could be made only in exceptional circumstances. The Committee should not lose sight of the fact that withdrawals from the Working Capital Fund automatically increased the budget of future years, sometimes by appreciable amounts; for the 1959 budget, for instance, the increase had been in the vicinity of $230,000. Whatever the Financial and Administrative Committee might think of such expenditures, when it came to consider the budget estimates it was practically powerless to alter anything at that stage. It was essential to find some more flexible formula for the future which did not mention withdrawals from the Working Capital Fund.

It had been said in the Financial and Administrative Committee that his argument implied that the International Labour Organisation could never undertake anything new unless provision had been made for it in the budget. He appreciated that in any international agency it was sometimes necessary to take action involving unforeseen expenditure, but in the I.L.O. it happened quite often that the budget had to be increased because activities were undertaken which could have been foreseen; it should be a rule that all such activities should be financed not by withdrawals from the Working Capital Fund but by savings within the budget. He therefore wished his opposition to the relevant passages in paragraphs 23, 26 and 59 of the report to be recorded.

Financing of Proposed Working Party to Prepare for the Tripartite Meeting on Civil Aviation.

The Governing Body agreed that, if it decided to convene in 1959 a meeting of the Working Party to prepare for the Tripartite Meeting on Civil Aviation, the cost of this meeting, estimated to amount to $2,179, should be financed from savings within Item 2 or by transfer from some other budgetary item or, to the extent that 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 1961.


The Governing Body decided that the additional cost in 1958 of the delegations appointed by the Governing Body, estimated at $6,931, should be financed from savings within Item 2 of the budget or by transfer from some other item or, if that proved impossible, by means of a withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1960.
Financial Requirements for Reprinting Publications.

The Governing Body decided, under article 40 of the Financial Regulations: (a) to authorise the Director-General to charge the cost of reprinting the publications "Introduction to Work Study" and "Workers' Educational Manual on Social Security" (German edition) to a suspense account, to credit that account subsequently with the sums received from sales of the reprints concerned, and to credit net balances remaining after the cost of reprinting had been covered to Item 32 of the budget (Miscellaneous Income); and (b) to report this action to the Conference for confirmation.

Financing of the Tripartite Conference Convened by the I.L.O. at the Request of the Council of Europe.

Mr. Shkunaev protested against the provision of funds under the I.L.O. budget to finance the so-called Tripartite Conference Convened at the Request of the Council of Europe. His Government believed that a general European conference might be convened by the I.L.O., but not conferences of interest to only a few countries, particularly when those countries pursued a certain specific political line. The countries concerned could arrange their own conferences and were prosperous enough to pay for them. His Government did not think that the participation of the I.L.O. in the conference in question was necessary, and considered it unfair that all the member States of the I.L.O. should be called upon to defray half of the cost involved.

Subject to the dissent of the U.S.S.R. Government representative, the Governing Body decided that the cost to the I.L.O. of the Tripartite Conference Convened by the I.L.O., at the Request of the Council of Europe, estimated at $2,919 (sub-item 1.7)—$20,169. Sub-item 3.07—$3,750 should be financed from savings within Items I and 3 of the budget respectively, or by transfer from some other item, or, if that proved impossible, by means of a withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1960.

Financial Questions relating to the Expanded Programme of Technical Assistance.

The Governing Body decided for the financial year 1959—

(a) to approve the estimates for operational services and administrative costs for 1959;

(b) to authorise the Director-General to finance such costs incurred in accordance with those estimates as could not be covered out of the allocation from the Expanded Programme of Technical Assistance funds from the appropriate items of the 1959 regular budget;

(c) that the cost of such financing in 1959 should be met out of savings within the appropriate items of the budget, or by transfer from some other budgetary item, or, if that 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 1961.

Twenty-second Report of the Administrative Committee on Co-ordination.


Proposal concerning Adjustment of the Rate of Subsistence Allowances Payable to Members of the Governing Body and to Members of Committees.

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

Request for Authorisation to Make a Payment in Accordance with Article 18 (3) of the Financial Regulations.

The Governing Body authorised the Director-General under article 18 (3) of the Financial Regulations to pay as a charge against Item 9.05 (Indemnities provided for under the Staff Regulations) of the 1958 budget the sum of $1,000 which the Director-General proposed to grant to an official of the I.L.O. Liaison Office in New York as an indemnity under article 96 of the Staff Regulations in respect of the loss suffered by him on the occasion of a motor car accident on 6 April 1953.


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


The Governing Body took note of this section of the report. It accepted with thanks two gifts for the decoration of the premises at present under construction, and requested the Director-General to express its appreciation to the donors.

Accident Insurance Coverage for Members of the Governing Body.

The Governing Body took note of the information contained in this section of the report.

Authorisation to Make a Special Payment to an Official for Whom No Retirement Provision Exists.

The Governing Body authorised payment to the official concerned of the sum of $3,377.69 on her retirement, this sum to be charged against sub-item 9.05 of the 1958 budget.

Pensions and Staff Questions

Statement by Staff Representatives.

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

Pensions Questions

Report of the Administrative Board of the I.L.O. Staff Pensions Fund.

Report of the I.L.O. Staff Pension Committee (United Nations Joint Staff Pension Fund).

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

Occupation of Budgetary Posts on 1 November 1958.

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

Proposed Amendments to the Staff Regulations.

The Governing Body decided that articles 5, 66 and 68 of the Staff Regulations should be amended with effect from 1 January 1959 and article 93 with effect from 1 August 1958, in accordance with the drafts set out in Annex B of the report. The Governing Body further decided that the additional cost of these amendments, estimated at $3,765 in 1958 and $7,600 in 1959, should be financed from savings within Item 9 of the budget, or by transfer from some other item, or, if that proved impossible, by means of a withdrawal from the Working Capital Fund, subject to reimbursement through the budgets of 1960 and 1961 respectively.

The sitting closed at 6.45 p.m.

BARBOZA-CARNEIRO.
The Governing Body was composed as follows:

Chairman: Mr. BARBOZA-CARNEIRO.

Mr. AGO, Mr. AL-AANI, Mr. AMBEKAR, Mr. BENÍTEZ, Mr. BERGENSTRÖM, Mr. BOCOBO, Mr. BOTHEREAU, Mr. BRAVO CARO, Mr. BURNE, Mr. CAMPANELLA, Mr. CHISTYAKOV (replaced during part of the sitting by Mr. SAUTIN), Mr. CISNEROS, Mr. CLAUSSSEN, Mr. DE BOCK, Mr. DÍAZ SALAS, Mr. ERBAN, Mr. FARIA, Mr. FAUPL, Mr. GHAYOUR, Mr. HAUCK, Mr. HAYTHORNE, Mr. KAWASAKI, Mr. LODGE, Mr. MERANI, Mr. MICHAENI, Mr. MONK, Sir Guildhaume MYRDDIN-EVANS, Mr. NIELSEN, Mr. PARKER, Mr. PEQUEÑO, Mr. PETRE (replaced during part of the sitting by Mr. WALLIN), Mr. RAHIM, Sir Alfred ROBERTS, Mr. SÁNCHEZ MADARIAGA, Mr. BEN SEDDIK, Sir Richard SNEDDEN, Mr. TATA, Mr. WALINE, Mr. YLLANES RAMOS, Mr. YÜ.

EIGHTEENTH ITEM ON THE AGENDA

Report of the Director-General

I. Obituary: Shunzo Yoshisaka; Aleksandr Petrovich Morozov; Simon Simonovitch.

The Chairman recalled the services rendered to the Organisation by Mr. Yoshisaka, whom he had been privileged to know in Tokyo, and by Mr. Morozov and Mr. Simonovitch, and expressed the regret he felt at their passing.

Mr. Kawasaki said that he had been deeply touched by the tribute to Mr. Yoshisaka, who had been an ardent advocate of the I.L.O. in his country, and he would convey the Governing Body's condolences to the family of the deceased.

Mr. Waline associated the Employers' group with the Chairman's remarks.

Sir Guildhaume Myrddin-Evans, on behalf of the Government group, associated himself with the sentiments voiced by the Chairman, and stressed the qualities which Mr. Morozov and Mr. Simonovitch, and expressed the regret he felt at their passing.

Mr. Kawasaki said that he had been deeply touched by the tribute to Mr. Yoshisaka, who had been an ardent advocate of the I.L.O. in his country, and he would convey the Governing Body's condolences to the family of the deceased.

Mr. Waline associated the Employers' group with the Chairman's remarks.

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Sir Guildhaume Myrddin-Evans, on behalf of the Government group, associated himself with the sentiments voiced by the Chairman, and stressed the qualities which Mr. Morozov and Mr. Simonovitch, and expressed the regret he felt at their passing.

Sir Alfred Roberts, referring to Mr. Delaney's resignation, recalled that he had been a member of the Governing Body for the last ten years. A devoted supporter of the aims and objectives of the Organisation, Mr. Delaney, by his manifold activities, had done more than any other single person to make them known in the United States. His departure was a great loss to the Workers' group, among whom he had many sincere friends, and Sir Alfred requested the Director-General to convey to Mr. Delaney their appreciation of his services to the Organisation. He took the opportunity of welcoming Mr. Faupl as Mr. Delaney's successor.

Sir Guildhaume Myrddin-Evans endorsed the remarks of the previous speaker as regards both Mr. Delaney and Mr. Faupl. Spontaneous and loyally devoted to his group, Mr. Delaney had been imbued with a constant desire to co-operate with the other two groups in the Governing Body and in the Conference, and he would certainly continue to work for the I.L.O. in his new position.

Mr. Waline, on behalf of the Employers' group, expressed the hope that they would have further opportunities of meeting Mr. Delaney, and stressed the complete frankness of his character.

Mr. Lodge, in the name of the United States Government, endorsed the remarks of the previous two speakers and joined them in welcoming Mr. Faupl as Mr. Delaney's successor.

Mr. Parker also associated himself with the tributes paid to Mr. Delaney, whose departure was a loss to the whole of the Governing Body.

Mr. Faupl said that he hoped he would justify the confidence that had been placed in him, and promised to convey to Mr. Delaney personally the Governing Body's expression of appreciation.

The Director-General stressed Mr. Delaney's spirit of co-operation in his constant association with the Office, even between sessions of the Governing Body. In latter years he had devoted himself particularly to the part of the I.L.O.'s programme which was concerned with the fight throughout the world for freedom and with the field of human rights.

The Chairman said that on behalf of the Governing Body he would convey its warmest feelings to Mr. Delaney.

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

III. Progress of International Labour Legislation.

The Governing Body took note of the information contained in this part of the report.

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

The Governing Body took note of this part of the report.
V. Publications.

Mr. Ribeiro da Cunha congratulated the Office on the publication of the study entitled *African Labour Survey*.

The Governing Body took note of the information contained in this part of the report.

FIRST SUPPLEMENTARY REPORT
Proposals relating to an I.L.O. Management Development Programme

The Director-General said that the document on this question did not go into the details of the problem which, incidentally, was a very difficult one. Several programmes currently under way were relevant to the subject. It might perhaps be necessary to place new emphasis on certain elements of those programmes or to assemble them into a single over-all programme; new stress might be placed on research, studies, publications and technical assistance, and it would be necessary to seek the advice of outside experts. In brief, a number of decisions would have to be taken by the Governing Body to further the responsible implementation of the programme. The big programme that was envisaged would have to be broken down into limited areas of solid, technical work, and for that reason the paper submitted to the Governing Body could not be over-ambitious: it was simply a basis for necessary action to give effect to the resolution concerning management development adopted by the International Labour Conference at its 42nd Session. The meetings referred to in paragraph 29 of the report were mentioned as illustrations only and did not preclude further proposals being made.

Mr. Parker said that within the limits of the principles they had already stated, and to which they remained faithful, the employers in the United States recognised the need for the proposed programme and it was their intention to enlist the principles they had already stated, and to which the International Labour Conference at its 42nd Session, the meetings referred to in paragraph 29 of the report were mentioned as illustrations only and did not preclude further proposals being made.

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Mr. Bothereau drew the Director-General's attention to the human considerations which were just as essential as the demonstration projects designed to provide theoretical and practical training in industry. Within the undertaking human relations took on a fundamental importance.

Mr. Tata was happy that the question had been taken up, and also that the Director-General had not, for the time being, presented over-ambitious proposals. By embarking upon a programme of management development, a field in which there was a great deal to be done in his own part of the world, the I.L.O. would dispel the workers' feeling that improved productivity was expected from them alone while management remained backward and unresponsive. The I.L.O. should, however, take into account the scientific work already done on the subject by numerous private institutions in industrially developed countries, and even in India; it would be well advised to consult with those institutions. It should also not be forgotten that to give the best results the programme would have to be continued over a period of years. Moreover, the Director-General might perhaps define his objectives so as not to go beyond the competence of the I.L.O. and thereby enlist the full and unwavering support of the Employers and the Workers.

Mr. Waline recalled that at the 42nd Session of the Conference, before the passing of the resolution on this item, he had expressed misgivings mingled with acquiescence in deference to the resolutions of certain Employers' delegates who, like Mr. Tata, desired the I.L.O. to make available to them a new form of technical assistance. The problem of management development was by no means underrated in France and, following up the productivity missions to the United States in the post-war years, the industrialists and the employers' organisations had organised seminars, training courses and briefing sessions for foremen, engineers, middle management and heads of undertakings. His own organisation had published pamphlets on the subject and had communicated them to trade union organisations in Belgium and France. He still had some apprehensions, however; in paragraph 20 of the document the Director-General, while eliminating certain questions, had cited several others (work study, production planning and control, organisation of work, etc.) which did not altogether fall within the area of experience acquired by the I.L.O. Again, the outside experts whose services the Director-General proposed to enlist should not be consultants of the donnish type alone, but also persons with first-hand experience in running an undertaking. The I.L.O. had the right to interest itself in what was in many ways a human problem, but it should not duplicate what was being done elsewhere.

Sir Guildhaume Myrdæn-Evans, welcoming the initiative taken by the Director-General in presenting the paper, pointed out that a knowledge of management techniques was essential for the prosperity both of industry and of all those who worked in industry. If any persons or bodies, therefore, had amassed experience in this field they should be in a position to offer their assistance, and government, either in the national or international sense, should not be precluded from helping where it could. In the past the I.L.O. had often concentrated on specific aspects of the problem but not much systematic work had been done to develop a co-ordinated programme, in particular one adapted to the needs of the underdeveloped countries. Such a programme, within the limits of the I.L.O.'s functions, should be supported by research and practical work on basic principles and techniques. As heretofore, technical assistance would have to be brought to the countries concerned and it would also be necessary to organise the sending of people from those countries to more advanced countries. A recent visit of Asian employers and trade unionists to the United Kingdom had proved extremely useful. In that connection he appreciated the Director-General's suggestion in paragraph 4 of the report, to the Personnel Advisory Service of the Ministry of Labour in the United Kingdom; the Ministry would, if so requested, be pleased to welcome fellows wishing to study what had already been achieved in that field. The United Kingdom Government would await with equal interest the Director-General's future suggestions regarding the establishment of an institution for higher social studies, in which a place would be given to management training.
Lastly, the United Kingdom Government attached considerable importance to full co-operation by the I.L.O. with the other international organisations on matters that partly overlapped into their respective fields. For instance, the management development programme might perhaps be fitted into a "concerted action programme" under the Economic and Social Council as part of the war sub-committee on industrialisation, thereby possibly attracting support for that programme from the new Special Projects Fund that was about to be set up.

Mr. Merani, on behalf of the Government of India, wholeheartedly supported the Director-General's proposals. The needs in countries which were trying to industrialise rapidly were very great, in the small-scale as well as in the larger industries; it was necessary to concentrate not only on research but also on operational activities, and those countries desired to share the experience of the highly developed countries. The role of management in the progress of the highly industrialised countries had been vital. Hence, more than in any other field the fulfillment of these needs was conditional upon the co-operation of the employers, and the Government of India therefore made a special appeal for their help.

Mr. Lodge noted that the United States Government had been one of the first to support the Government of India when the resolution on management development was submitted to the Conference. The improvement of management functions and standards was necessary for the stable operation of the less industrially advanced societies, for the welfare of the workers and for their growth in peace and freedom. The Director-General had been right not to present an over-ambitious programme for the time being; he would no doubt avail himself of the experience of existing management development institutes in the industrial countries. In addition the I.L.O. should work closely with all the other international organisations. He agreed that, as stated in paragraph 11 of the document, the three main types of activities that the I.L.O. should concentrate on were technical assistance to raise productivity, supervisory training and labour-management relations within the undertaking.

Sir Alfred Roberts said that the Workers' group welcomed the Director-General's proposals as they complemented the other activities of the Organisation in that field. The most enthusiastic exponent of private enterprise no longer claimed that management was sacrosanct and must manage its affairs without interference from anyone else. However, in many areas of the world there were as yet no institutes for education in management methods. In some cases industries were established by persons who knew little about them and who recruited management staff who had the requisite technical knowledge but not the over-all experience necessary for managing an enterprise successfully from the point of view of the workers as well as of management. Sometimes a great deal of unnecessary work had to be done because of the lack of the essential technical knowledge at the supervisory level. The new programme would allow this problem to be tackled more effectively than in the past.

The Director-General was, however, wise not to go too far nor too quickly. Paragraph 5 of the Office document pointed out what this new I.L.O. activity should be in essence. Management development was more than a matter of teaching productivity techniques; management must recognise its responsibilities to the community at large and to its own workpeople, and it must acknowledge their human dignity. The "attitude of mind" to which the document referred was not solely an attitude to techniques for increasing productivity; it must be felt by the employer as regards the people that he employed.

Mr. Yü congratulated the Director-General on his proposals, which would in the long run serve a valuable purpose not only in the sphere of activity of the I.L.O. but in the world at large. In scientific management it was the state of mind that counted, and in the past few years progress had not been so great in the spiritual field as in that of science and technology. In the last 40 centuries China had learned that the best way of achieving progress was through correct human relationships, and it distinguished five basic types of relations which formed the foundation of a nation—the relation between governor and governed; between father and son; between husband and wife; between elder brother and younger brother; and between friends.

It must be stressed that employers and workers should maintain the relations of friendship in their dealings with one another and be guided by feelings of mutual respect and the enlightened interest of both. It was that attitude that the I.L.O. should adopt in its programmes, for often little was known about the actual human sentiments existing in the regions where the I.L.O. wanted to render service.

Mr. Haythorne observed that the discussion confirmed what had been said some years ago at the Meeting of Experts on Productivity in Manufacturing Industries. While appreciating the hesitation expressed by some of the Employers' representatives, he felt that the I.L.O. should move forward in that field and he was impressed by Mr. Tata's comment that there could be no real increase in productivity if management remained backward. As the Director-General had emphasised, solid research was needed to that end. In addition the I.L.O. should co-operate not only with the specialised agencies of the United Nations but also with other bodies such as the European Productivity Agency.

Mr. Erdmann endorsed the opinions expressed by Mr. Waline and pointed out that in the Federal Republic of Germany programmes for the training of management personnel were undertaken mainly by the employers themselves, who were more ready to participate in activities of that nature when the initiative came from their fellow employers. Accordingly any programme undertaken by the I.L.O., though it would have to enlist the co-operation of other circles, should rely mainly on the collaboration of the employers.

Mr. Ghayour, though he had supported the Conference resolution, shared some of Mr. Waline's apprehensions and trusted that the I.L.O. programme would be drawn up with particular care. He stressed the erection of new industries with capital provided by the country itself but in which management functions would be entrusted to technicians from abroad. Such factories could operate as pilot plants and might take in trainees from other countries.

The Director-General thanked members of the Governing Body for their general support of the
programme and assured them that he would take into account the various comments that had been made. The points raised both by Workers’ and by Employers’ representatives were being kept closely in mind.

He expressed particular thanks to Mr. Parker for his assistance in the formulation of the proposals, and to Sir Guildhaume Myrddin-Evans for his reference to the establishment of the institute for higher social studies which was touched upon in the report; the proposed programme was indeed an essential link in the total educational programme.


SECOND SUPPLEMENTARY REPORT
Communication to the Director-General of the I.L.O. from the U.S.S.R. Government Representative concerning the 42nd Session of the International Labour Conference

Mr. Chistyakov drew the Governing Body’s attention to the communication addressed to the Director-General, which set out a resolution adopted by a meeting of directors of U.S.S.R. industrial undertakings devoted to a discussion of the results of the 42nd Session of the Conference. He regretted that there were no representatives of socialist undertakings at the Conference.

Mr. Waline, raising a point of order, asked whether the communication in question was open to discussion in the Governing Body or was submitted for information only.

The Chairman replied that the Second Supplementary Report was circulated for information, but that he could not prevent a member from commenting on a document which had been distributed to the Governing Body.

Mr. Chistyakov, continuing his remarks, said that the “cold war” policy was designed to frustrate useful contacts within the I.L.O. Such a situation was a flagrant violation of the I.L.O. Constitution, which provided for all members to have equal rights. It should be possible at the meeting of the Committee to Consider the Improvement of the Methods of Working of the International Labour Conference to discover a positive solution for this problem. Directors of socialist undertakings enjoyed extensive rights in their own country and ought to play their full part in the discussion of problems and in voting. They could not assent to any decision which limited their rights, and if some constructive solution was not adopted it would be greatly to the Organisation’s disadvantage. The U.S.S.R. Government would certainly endeavour to discover some other means of enforcing the rights of representatives of socialist undertakings at the Conference.

The Governing Body took note of the Second Supplementary Report.

THIRD SUPPLEMENTARY REPORT
Resolutions of Interest to the International Labour Organisation, Adopted by the 13th Congress of the International Federation of Christian Trade Unions (Vienna, 25-28 June 1938)

The Governing Body took note of the resolutions communicated to it in the Third Supplementary Report.

FOURTH SUPPLEMENTARY REPORT
Establishment of the African Advisory Committee

Mr. Kamel declared that the Government of the United Arab Republic maintained its position on this question and considered that the terms of reference of the African Advisory Committee should extend to the whole of the African Continent and not be limited to that part of the Continent south of the Sahara.

The Governing Body adopted the proposal in the Fourth Supplementary Report.

FOURTEENTH ITEM ON THE AGENDA
Report of the Technical Assistance Committee

Mr. Hauch, as Chairman of the Committee, said that the Committee had expressed satisfaction with the I.L.O.’s activities in the field of technical assistance and had paid a special tribute to all concerned with the Andean Indian programme. He asked the Governing Body to take note of the report.

Mr. Pinilla put forward a number of comments on the Andean Indian programme on behalf of the Latin American Employers. In endeavouring to make an objective assessment of the I.L.O.’s achievements in this field, particularly with regard to the implementation of the Indigenous and Tribal Populations Convention, 1957, he felt that practical experience had confirmed the effectiveness of the Organisation’s approach to the Andean Indian programme. He stressed that the integration of indigenous populations raised a whole series of extensive, complex and urgent problems for the development of the countries concerned, both from the economic and from the social point of view. In Peru, for example, the indigenous population accounted for some 50 per cent. of the total population and the economic and social stability of the country depended on integrating those indigenous peoples. Owing to the population increase the employment problem would certainly become more acute if the level of production were not raised; but it was impossible to secure such a rise without the integration of the indigenous population. Although in Peru the Government and the employers had not been able to solve the problem in spite of their long-standing efforts, the results obtained in the implementation of the Andean Indian programme showed that the problem had at least now been stated in the right terms. He therefore wished to congratulate the I.L.O. experts who, while concentrating on specific points, had co-ordinated their efforts with those of the national, central or local authorities, thus inculcating at all levels an awareness of the problem of the indigenous populations and the guiding principles which underlay the programme.

These efforts were meritorious in that no aspect, be it economic, sociological, cultural or educational, had been neglected, the successful treatment of each of those aspects being a condition for final success. In addition the I.L.O. had co-operated all along the line with the other specialised agencies participating in the programme and had avoided any overlapping. The emphasis that had been laid on vocational training had tended to centre the programme around an educational undertaking designed to integrate the values and ideas of the Indians into those of western culture. The fact that it
had been appreciated from the very beginning that all those efforts could succeed only in so far as they were understood by the national community concerned was also an extremely important factor. Nevertheless, it should be realised that, because of its very size, the problem was far from being resolved and that it would still demand a tremendous effort from the national communities and the international organisations.

Mr. Bocobo, speaking on behalf of the Philippine Government, expressed its thorough satisfaction with the constructive and practical progress achieved under the Andean Indian programme. That work bore witness to the fact that the I.L.O. was impelled by a great compassion aiming at human amelioration. So long as there were populations that groped in the darkness they would cast a shadow upon the most progressive nations, for civilisation was an indivisible and inseparable whole. The Philippine Government therefore desired to congratulate the organisations in various countries that had contributed to the Andean Indian programme. Instead of indulging in mutual recrimination, both East and West should devote their energy to tasks such as these in order to find in a common endeavour a warmer sentiment of brotherhood. Like the husbandman of legend, those who sowed hatred would reap only rocks and desolation. But the I.L.O., which was working for the cause of humanity, could show that the world might also reap a harvest of happiness.

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

Fifteenth Item on the Agenda

Report of the Committee on Industrial Committees

I. Sixth Session of the Textiles Committee.

The Governing Body adopted the proposals in paragraphs 6, 7, 10, 12, 15 and 18 of the report.

II. General Review of the Membership of Industrial Committees.

Mr. Sautin said that it was peculiar that the question of the general review of the membership of Industrial Committees, which the Governing Body had debated on several occasions, should each time be adjourned. At the 42nd Session of the Conference many delegates had referred to this question. The I.L.O. should have access to the experience of member States irrespective of their economic and social structure, and one could only commend the various countries that had asked to take part in the deliberations of the Industrial Committees, whose discussions on highly complex and topical problems advanced the work of the Organisation. For those reasons the U.S.S.R. Government had frequently called for a review of the membership of these Committees so that they might reflect more faithfully the composition of the I.L.O. itself. A review of this sort would guarantee the applicability of the principle of fair geographical distribution and would afford those countries which so desired an opportunity of playing an active part in the Committees. Any decision on the subject had always been postponed on one procedural pretext or another, but there appeared to be nothing in the way of solving the problem at the present session. In the document the Committee had had before it the Director-General had definitely recommended that there should be a review of the membership of Industrial Committees in 1959; however, although the Committee felt it desirable to proceed with the review during the course of 1959, it had recommended deferment of a decision until the March session. That meant that the review could not be carried through in March 1959, although the Office document recognised the feasibility of such a course.

The time had come for action to be taken on the Director-General's proposals. Those of the United Kingdom Government should be carefully studied but could not be used as a pretext to drag out the proceedings, and similarly the possibility of setting up new committees for other branches of industry should not delay decision. As the Director-General had ample time to take the necessary steps, the U.S.S.R. Government was of the opinion that it would be desirable to hold the proposed general review at the March 1959 session.

Sir Alfred Roberts remarked that it was unfair to say that the review in question had been put off on one pretext or another. Until the United Kingdom Government put forward a proposal involving a choice between two systems the Workers' group had been perfectly prepared to embark on the review as from the present session. But the two systems proposed, one being tantamount to a disbandment of the existing Industrial Committees and the other being designed to increase membership of the Committees to 30 with a rotation system to determine who would be invited to each session, were both departures from present practice and policy. Indeed, the first proposal made any prior review pointless. In the face of those twofold proposals the Workers' members of the Committee had not felt able to take a position without consulting the full Workers' group, but the Workers would be ready to discuss the question in March and to take a decision on the policy to be followed and the review procedure.

Mr. Lodge noted firstly that the Governing Body had decided that a review of the membership of Industrial Committees should be carried out within the period of five years following the last review; that period expired in November 1959, and therefore the Governing Body still had some time in hand. In the second place, regard should be had not only to the United Kingdom proposals but also to recommendations just adopted by the Governing Body on the report of the Committee to Review the Programme of I.L.O. Conferences and Meetings, which might affect the nature of the Industrial Committees. Lastly, as stated in paragraph 23 of the report, the Director-General had suggested that it might be of service to collect certain statistical material in order to expedite the review. Under the circumstances it did not seem that any time was being wasted.

Mr. Erban stressed that the I.L.O. should aim at speedily adjusting its activities to modern industrial evolution. The Industrial Committees played an important part in such an adjustment, and therefore it was necessary to review their membership from time to time. The Committees should be a clearing house for the experience of the more advanced countries and of countries in the process of development. The U.S.S.R., Austria, India, Rumania, Poland and Czechoslovakia attached great importance to membership of those Committees.
and that was why it was necessary to carry out the review forthwith.

The Director-General, in reply to a question by Mr. Merani, said that the intention of paragraph 23 was not to invite applications for membership of the Industrial Committees from States Members before the March session.

Mr. Sautin noted with satisfaction that Sir Alfred Roberts had recalled the position taken by the Workers' group at the previous session. That position was a very firm one; Sir Alfred Roberts had advocated holding a review of the membership of Industrial Committees at intervals of four years, and that was why he himself had considered it possible to proceed with the review as from the present session.

Having regard to the new requests for membership of the Industrial Committees that were pending, it should be possible for the Committee on Industrial Committees to report before the beginning of the next Governing Body session on the recommendations of the Director-General and the principles of the review. The Committee's report on those two points could be examined at the first sitting of the Governing Body; the Committee could then hold a second meeting to deal with the review of the membership of Industrial Committees on the basis of the principles and recommendations adopted and could submit a second report to the Governing Body. In this way the Governing Body would be in a position to conduct the review at its March 1959 session.

The Chairman said that the objections of Mr. Sautin and Mr. Erban would be placed on record. The Governing Body adopted the recommendation in Paragraph 25 of the report.

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

Mr. Wallin suggested that, since the Committee on Industrial Committees had recommended that consideration of this question be deferred to March 1959, the Governing Body should request the Director-General to write to U.N.E.S.C.O. and the Berne Union to ask them to await the final decision of the I.L.O. before taking any further action. In other words, those two organisations should not avail themselves of the delay to approach governments with communications that might commit the governments or the organisations in the months ahead. He understood that, faced with the new situation created by the decision of the three organisations to discontinue their co-operation directed to the adoption of a single instrument, the performers had reaffirmed their confidence in the I.L.O. at their recent meeting with record manufacturers and representatives of broadcasting organisations; they looked to the I.L.O. to resolve this problem, which it had taken up as long ago as 1939 or earlier.

The Director-General agreed that the suggestion made by Mr. Wallin would be very helpful if it met with the general support of the Governing Body.

Sir Alfred Roberts said that he much regretted the postponement of this question. If as the result of the adjournment U.N.E.S.C.O. and the Berne Union were to go ahead and adopt an instrument of their own, such an instrument would certainly be unacceptable to the performers, and he therefore subscribed to the suggestion made by Mr. Wallin.

The Governing Body adopted the recommendation in paragraph 35 of the report and requested the Director-General to write to U.N.E.S.C.O. and the Berne Union asking them to await the final decision of the I.L.O. before taking any further action.

The Chairman adjourned to the next sitting the discussion of the remaining paragraphs of the report.

The sitting closed at 1.30 p.m.

BARBOZA-CARNEIRO.
The Governing Body was composed as follows:

**Chairman:** Mr. Barboza-Carneiro.

Mr. Al-Aani, Mr. Ambekar, Mr. Benítez, Mr. Bergenström, Mr. Bocobo, Mr. Bothereau, Mr. Bravo Caro, Mr. Burne, Mr. Chistyakov, Mr. Cisneros, Mr. Clausen, Mr. De Bock, Mr. Díaz Salas, Mr. Erban, Mr. Erdmann, Mr. Faria, Mr. Faupl, Mr. Ghayour, Mr. Haraguchi, Mr. Hauck, Mr. Haythorne, Mr. Kawasaki, Mr. Lee, Mr. Lodge, Mr. Merani, Mr. Michanek, Mr. Mishiro, Mr. Mochi-Onori, Mr. Monk, Sir Guildhaume Myrddin-Evans (replaced during part of the sitting by Miss Gracey), Mr. Parker, Mr. Pequeno, Mr. Pétre (replaced during part of the sitting by Father Stokman), Mr. Purpura, Mr. Rahim, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. ben Seddik, Sir Richard Snedden, Mr. Waline.

**Fifteenth Item on the Agenda**

**Report of the Committee on Industrial Committees (concl.)**

**IV. Questions Arising from the Fifth Session of the Chemical Industries Committee: Report (No. 35) of the Working Party on the Definition of Chemical Industries.**

Miss Gracey proposed, on behalf of the United Kingdom Government, the rejection of the amendments suggested by the Chemical Industries Committee which are set out in paragraph 42 of the report of the Committee on Industrial Committees, the effect of which was to modify the wording of items 35 and 40 of paragraph 3 of the resolution (No. 7) concerning the definition of chemical industries. To adopt those amendments would bring within the scope of the Chemical Industries Committee matters which were only remotely related to its terms of reference. Furthermore, for the purpose of the classification in force in Great Britain, the fabrication of plastics and the rubber industry were not regarded as part of the chemical industries, and as the amendments conflicted with that classification their adoption would mean that the United Kingdom Government would have great difficulty in compiling comparable statistics.

Mr. Lodge endorsed Miss Gracey's remarks and said that the same difficulties would arise in the case of the United States if the amendments were adopted. Under the proposed definition, for example, if a synthetic rubber factory was making boots and shoes out of its rubber, that operation would be within the scope of the Chemical Industries Committee; this would not be the case if the same roof. A situation of that kind would hardly be reasonable.

Mr. Bergenström supported the two previous speakers. In his view the extension of the jurisdiction of the Chemical Industries Committee proposed by the majority of the Committee was based on sentimental reasons, and he believed that the Workers had reached that decision without due reflection. He therefore suggested that, if the Governing Body was unable to fall in with the proposals of the United States and United Kingdom Government representatives, the matter should be re-examined from a more technical and more objective viewpoint.

Mr. Mochi-Onori said that the proposed definition was unsatisfactory because it did not correspond to any technical fact. There was no such thing as a continued chemical process in the fabrication of manufactured articles from synthetic resins, plastics and synthetic or natural rubber.

Sir Alfred Roberts, while admitting that some governments might have difficulty in compiling their statistics if the new definition were to be adopted, felt that if the Governing Body were able to discuss the technical pros and cons of the proposal it would be convinced that the changes were justified. He therefore suggested that the matter should be referred back to the Chemical Industries Committee, as being the most competent body to consider the matter further.

Mr. Haythorne said that the problem had apparently been examined rather carefully by the Chemical Industries Committee and that it was not primarily a statistical matter. The position would be different if all industries were catered for by Industrial Committees, but in the present case the activities to which it was proposed to extend the Chemical Industries Committee's terms of reference had not hitherto been covered by any such Committee. That consideration would perhaps outweigh the fact that the proposal was liable to involve classification difficulties. He was therefore ready to support Sir Alfred Roberts's suggestion that the question be referred back to the Chemical Industries Committee, rather than propose, as had been his intention, that the Committee's recommendation be adopted subject to reconsideration of the problem at a later date when other Industrial Committees were established.

Mr. Bothereau observed that classification problems seemed to be somewhat secondary as compared with the more important problem of occupational representation. In France, at any rate, the proposed amendments would raise no difficulties in the latter respect. It was not true that, as Mr. Bergenström...
had asserted, the Workers’ case was based on sentimental grounds alone.

Miss Gracey and Mr. Lodge concurred in Sir Alfred Roberts’s proposal to refer the matter back to the Chemical Industries Committee for further consideration.

Mr. Fennema was prepared to accept the proposed reference back, as the Governing Body did not possess the necessary technical competence to deal with the matter. He would merely ask that the attention of the Chemical Industries Committee be drawn to the fact that, in the old as well as in the new definition, workers in rubber factories on plantations were covered simultaneously by the Committee on Work on Plantations and by the Chemical Industries Committee; in his opinion the former Committee should have jurisdiction over those workers.

Sir Alfred Roberts, in reply to Mr. Fennema, said that it had never been the intention to include rubber factories on plantations within the terms of reference of the Chemical Industries Committee, which would be competent only when the raw rubber reached the factory for processing purposes.

The Governing Body decided that the proposals concerning the definition of the chemical industries in paragraph 42 of the report should be referred back to the Chemical Industries Committee for further consideration.

V. Questions Arising from the Sixth Session of the Inland Transport Committee.

Protection of Transport Workers against Civil Law Claims Arising Out of Their Employment.

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

Establishment of a Model Individual Control Book for Drivers and Assistants in Road Transport.

The Governing Body adopted the proposal in paragraph 50 of the report.

VI. Other Questions.

Notes on the Proceedings of Sessions of the Industrial Committees.

Follow-up of the Work of the I.L.O. concerning Mines Other Than Coal Mines.

Hours of Work in Coal Mines.

The Governing Body successively adopted the proposals in paragraphs 59, 61 and 64 of the report.

Request for Convocation of Special Meetings for the Catering and Hotel Industry.

Activities of the Inland Transport Committee of the I.L.O.

Trade Union Liberty and Negotiating Rights for Civil Servants and Public Employees.

The Governing Body successively took note of paragraphs 66, 68 and 70 of the report.

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Sixteenth Item on the Agenda

Report of the International Organisations Committee

Proposed Agreement with the International Atomic Energy Agency.

The Governing Body approved the proposed agreement.

Consultation between the Economic and Social Council and the Governing Body.

Mr. Haythorne congratulated the Director-General on his particularly effective presentation of the work of the I.L.O. on the occasion of the examination by the Economic and Social Council of the work of the specialised agencies, of which he had been informed by the President of the Council, a fellow Canadian.

The Chairman said that the Governing Body as a whole would wish to associate itself with Mr. Haythorne’s congratulations.

Sir Guildhaume Myrddin-Evans stressed the part played by the Chairman and the Director-General, as mentioned in subparagraph (a) of paragraph 7 of the report, during the negotiations with representatives of the Economic and Social Council. He hoped that the Governing Body would endorse all the proposals in paragraph 7.

The Governing Body adopted the proposals in subparagraphs (a), (b) and (c) of paragraph 7 of the report.

Twenty-second Report of the Administrative Committee on Co-ordination.

The Governing Body took note of this report.

Twenty-sixth Session of the Economic and Social Council.

Other Questions.

Credentials Procedure in the United Nations General Assembly.

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

Seventeenth Item on the Agenda

Composition and Agenda of Committees and of Various Meetings

Proposals concerning a Meeting of an “Ad Hoc” Committee on Statistics of Industrial Injuries.

Sir Alfred Roberts, noting that the proposals before the Governing Body referred only to industrial injuries and not to industrial diseases, which were increasing very considerably, asked whether the Office had no intention of touching upon the problems of industrial diseases. The fact was that those diseases were classified only when they had resulted in death, and it was desirable that the problem should be tackled at an earlier stage.

The Director-General, replying to Sir Alfred Roberts, said that the proposal before the Governing Body was confined to the particular question of industrial injuries and did not prejudice the I.L.O.’s activities with respect to other aspects of the same question.

The Governing Body adopted the proposals in paragraph 11 of the Office document.
Proposals concerning a Technical Meeting on Problems of Productivity Improvement in Underdeveloped Countries.

Agenda.

The Governing Body adopted the proposal in paragraph 14 of the Office document.

Composition.

Mr. Kawasaki noted that in the past some of the participants in technical meetings or seminars had been nominated by the Director-General, while on other occasions selection of the participants had been referred to governments. He wondered whether there existed any rules on the matter.

Mr. ben Seddik said that the proposed composition did not reflect an equitable geographical distribution and in essence concerned the Asian countries only. It was, however, stated in the document that the meeting would concentrate on problems of productivity improvement in the countries from which the participants in the Meeting were to be drawn. He therefore proposed that the Meeting should be called "Technical Meeting on Problems of Productivity Improvement in Underdeveloped Countries in Asia"; on behalf of the African countries he thus reserved the right to request at a later date that a special meeting be convened to consider the improvement of productivity in the countries of Africa in process of development.

Sir Alfred Roberts pointed out that the proposals before the Governing Body envisaged the attendance of an employer or manager from Iran and a trade union leader from the Federation of Malaya.

The Director-General, in answer to Mr. ben Seddik, explained that the proposals were not intended to favour or to prejudice any particular political or geographical division of the world. The idea was simply to take up a problem of interest to certain underdeveloped areas through the agency of persons from countries in those areas. The results obtained could later be applied wherever they might be pertinent.

Mr. ben Seddik expressed the view that a study covering all the underdeveloped countries would be more in keeping with the needs of the member States of the I.L.O. as a whole than a piecemeal study which would thereafter have to be reviewed to see if it was adaptable to certain specific cases.

The Director-General explained that the proposals now before the Governing Body did not mean that the I.L.O. would not in future have occasion to deal with other areas as its programme developed. In answer to the query by Mr. Kawasaki he said that the rule he followed was to appoint the participants himself after consultation with governments.

Mr. Hauch said that Mr. ben Seddik's suggestion with a view to keeping open the possibility of convening a similar meeting for the African Continent later on seemed perfectly justified. The calling of such a meeting would be valuable as part of the I.L.O.'s programme of activities in Africa. He suggested that the present meeting should be called "Technical Meeting on Problems of Productivity Improvement in Certain Underdeveloped Countries" or "... in Certain Underdeveloped Countries of Asia and the Middle East".

The Director-General suggested that the meeting should be called "Technical Meeting on Problems of Productivity Improvement in Certain Underdeveloped Countries", a title which was in keeping with the tenor of the proposals submitted to the Governing Body.

In reply to a question from Mr. Rahim, the Director-General said that he did not think that all the countries concerned need necessarily be underdeveloped countries.

Sir Alfred Roberts proposed the use of the words "in developing countries".

Mr. Pequeno observed that the problem of productivity was of interest to all countries in the process of development. He could see no objection to having a meeting to discuss problems arising in the Middle East and Asian countries, but pointed out that very little along those lines had been done for Latin America and nothing for Africa. He therefore suggested that the Director-General might consult the Latin American governments regarding the possibility of setting up a committee to consider problems of improving productivity in that area, where the low levels of productivity had fostered an increase in the cost of living.

Sir Guildhaume Myrddin-Evans pointed out that the Director-General had explained that his proposals were without prejudice to the possibility of convening similar meetings in the future for other countries. He suggested that the word "underdeveloped" should be dropped and that the title should read "... in Certain Countries".

It was so agreed.

The Governing Body decided to convene a Technical Meeting on Problems of Productivity Improvement in Certain Countries to consider the agenda set forth in paragraph 14 of the Office document.

The Governing Body adopted the proposals in the Office document concerning the composition of the Meeting.

The Governing Body adopted the proposal in paragraph 21 of the Office document.

Place and Date.

The Governing Body took note of the proposal in paragraph 22 of the Office document. 1

Proposals concerning a Meeting of the Committee of Experts on Social Security.

Mr. Waine, speaking on behalf of the Employers' group, expressed the desire that the number of experts with an employer background (and consequently, if the Workers' group so desired, of those with a worker background) should be increased. Like his colleagues, he was surprised at the proposal to invite 15 Government experts and only two other experts chosen after consulting the Employers' group and the Workers' group respectively, whereas the panel of Social Security Experts included a total of 34 Government experts and ten non-governmental experts. If the meeting had to be composed of specialists the Employers and the Workers could certainly provide some—for instance members of boards of governors of social security institutions.

1 See below, p. 106.
He therefore suggested that the Governing Body should concur in the proposal made by the Director-General in paragraph 34 of the document; if it waived the right to be represented by a delegation a saving would result that could be used to invite additional Employers' and Workers' experts.

Sir Guildhaume Myrdin-Evans said that the Government group had already agreed to recommend that the Governing Body should not send a delegation to the meeting. The money thereby saved could thus be used to increase the membership of the meeting.

Mr. Bocobo emphasised the interest of the Philippine Government in the proposed meeting of the Committee of Experts on Social Security because in the Philippines the recently established social security system was still in an experimental phase. The meeting of experts which was to examine the possibility of revising the international social security Conventions in the light of the provisions of the Social Security (Minimum Standards) Convention, 1952, might likewise look into the possible ways and means of making the I.L.O. more effective in guiding trends in social security. In the industrially underdeveloped countries the principle of social aid prevailed over that of social insurance, but every social security scheme should be attuned to human needs. The I.L.O. should not rest content with giving out actuarial facts and data, but should rather spread the spirit of social aid. Certain benefits, particularly old-age pensions, which compensated a long life of toil, should be made compulsory, and indeed in certain countries they were provided exclusively out of state funds or at the joint expense of the State and the employer.

Sir Alfred Roberts was gratified to note that all three groups were in agreement on the Director-General's proposals and on the suggestion that a Governing Body delegation should be dispensed with in favour of the attendance of additional experts. The five Workers' experts on the panel were really experts, wholly engaged in social security, and he suggested that the Director-General might invite more than one additional expert from among those nominated by the Employers and Workers, according to the country from which they came and to the available funds.

The Director-General said that he would be glad to broaden the composition of the meeting, after suitable consultations, with due regard to the need to ensure an equitable geographical distribution within the limits of the funds liberated by eliminating the Governing Body delegation, and taking into account the points that had been made in the discussion.

The Governing Body adopted the proposals in paragraph 32 and in subparagraphs (a), (b) and (c) of paragraph 37 of the Office document.

Proposals concerning a Bipartite Technical Meeting on Labour-Management Relations Inside Undertakings.

The Director-General suggested that the title of the Office document should be modified to read "Proposals for a Technical Meeting concerning Certain Aspects of Industrial Relations Inside Undertakings". As it was a purely technical meeting composed of experts, the amended title was more in keeping with the nomenclature habitually used in the Office.

If this change was agreed upon, consequential changes would have to be made in the document to make the substance conform to the title of the meeting.

It was so decided.

Agenda.

Mr. Waline, speaking on behalf of the Employers' group, recalled that this meeting was in a sense a sequel to the Meeting of Experts on Industrial and Human Relations held in July 1956. At that time 14 subjects had claimed the experts' attention more particularly; four of the more delicate among them now appeared on the agenda for the proposed meeting. As regards the status and duties of workers' representatives—the second item on the agenda—methods varied from one country to another and it was imperative that the subject should be adequately prepared in a series of monographs. Again he wondered if any documentation would be submitted to the experts concerning the position and responsibilities of the personnel department within the undertaking, suggested as the first item on the agenda. The last two questions also required to be examined with the help of carefully prepared documentation. In any event, the meeting should be in the nature of an exchange of views, and he assumed that on this occasion it was the Director-General's intention that the Office should elicit the views of persons with first-hand knowledge of the working of undertakings. If, on the other hand, the meeting was to formulate conclusions or resolutions, the Employers would have express reservations to make concerning its agenda.

The Director-General gave an assurance that the Office was preparing the meeting along the lines that Mr. Waline had suggested. He hoped that, with the aid of the advice given by the experts, the I.L.O. would be in a position to complete this important cycle of its activities.

Mr. ben Seddik remarked that if the reference to "certain countries" was adopted the Governing Body would no longer have a criterion to determine the composition of the meetings. The use of such a formula should not obscure the principle of equitable geographical distribution.

Sir Alfred Roberts noted that, on the first two items on the agenda, the participants would be asked to contribute papers for the discussion. This would apparently mean that the meeting would have before it no less than 36 documents by the 18 participants from the nine participating countries, in addition to the papers to be prepared by the Office. He wondered whether that was a wise provision and asked whether the Office intended to fix a deadline for the receipt of the documents so that it would be able to collate the useful informa-
tion they contained and cut out what was unnecessary. He also wondered whether the Office intended to convene representatives from the same industries and workers actually employed in an undertaking as distinct from trade union leaders. The ideas of the participants might be very different if they were from different industries.

The Deputy Director-General, replying to Sir Alfred Roberts, explained that the intention of the Office was to prepare documentation that would be as comprehensive as possible on the third and fourth items on the agenda, and on the other two questions to present background material which it could complement by calling upon experts generally with an employer background on the first item, and persons with experience in the labour world on the second item. The Office thus hoped to submit to the participants a fairly complete overall documentation to be used as a basis for discussion, and it would endeavour to circulate the contributions of the various participants in good time. The Deputy Director-General also felt that the discussion would be the more valuable if it were possible to bring together a management representative and a labour representative from the same industry. However, the choice did not entirely lie with the Office.

Mr. Bothereau said that if, as was logical, participants were from the same industry for the discussion of the second item on the agenda, they would necessarily be from the same industry for the discussion of the other three items, and the scope of the investigation with regard to the latter items would thereby be greatly restricted.

Sir Alfred Roberts pointed out that a restriction of the scope of the discussion was inevitable once the two experts concerned were chosen from the same industry, but it was, in his view, essential that they should be so chosen if fruitful results were to be obtained.

The Governing Body adopted the proposal in paragraph 44 of the Office document.

Composition.

Mr. Waline suggested that Norway, which had been removed from the list of participants by a corrigendum to the document, should be replaced by Italy, the Italian Employers' representative being anxious to be included.

The Director-General, in reply to a question by Mr. Michanek, explained that the reason for the decrease from ten to nine in the number of countries participating, which had led to the deletion of Norway from the list, was a purely financial one.¹

Mr. Michanek thereupon drew attention to the fact that Norway had acquired interesting experience in the field of labour-management relations and that its experience might be of great value to the Organisation. He therefore proposed that Norway should be substituted for Sweden in the list of substitutes in paragraph 48 of the Office document, and added that he would like to see Norway represented at the meeting if one of the western European countries on the list in paragraph 47 was unable to attend.

Mr. Bergenström recalled that Mr. Waline had asked for representatives of Italy to be substituted for those of Norway on the list. Since the request came from one of the two groups that were mainly affected by the meeting he thought it desirable that it should be met.

The Director-General said that as the number of participating countries had been reduced for financial reasons it would not be possible for him to include Italy in the list. On the other hand, he would willingly accept the suggestion made by Mr. Michanek in regard to substituting Norway for Sweden in the list in paragraph 48 of the document.

The Governing Body adopted the proposals in paragraphs 46, 47 and 48 of the Office document, it being understood that Norway was removed from the list of countries in paragraph 47 and would be substituted for Sweden in the list in paragraph 48.

Place, Time and Duration.

The Governing Body adopted the proposals in paragraph 50 of the Office document.

Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare.

Sir Guildhaume Myrddin-Evans indicated that the Government group was not in a position to nominate the Government members of this Subcommittee and hoped to be able to do so at the next session of the Governing Body.

The Governing Body postponed to its 121st Session the appointment of the five Government members of the Subcommittee.

The Governing Body adopted the proposals in paragraph 61 of the Office document.

Committee of Experts on the Application of Conventions and Recommendations.

Reappointments.

The Governing Body adopted the proposals in paragraph 62 of the Office document.

Resignations.

The Chairman conveyed to Mr. Paal Berg his warmest thanks for the services he had rendered to the Committee.

The Governing Body took note of paragraph 63 of the Office document.

New Appointments.

Mr. Chistyakov stated that Mr. Ruegger's presence on the Committee did not seem necessary for its work, and the U.S.S.R. Government could not support his appointment.

The Chairman said that Mr. Chistyakov's statement would be placed on record. In reply to a question by Mr. ben Seddik, he explained that members of the Committee were appointed for a period of three years under a system of rotation.

The Governing Body adopted the proposals in paragraphs 64 and 65 of the Office document.

¹ Until corrected by a separate corrigendum, which is not printed here, the original version of the Office document had proposed that two experts from each of ten different countries should participate in the meeting (paragraph 46 of Appendix XVII below) and had included Norway in the list of ten countries suggested (paragraph 47 of Appendix XVII below).
Committee of Experts on Social Security.

Technical Meeting on Problems of Productivity Improvement in Certain Countries.

Asian Advisory Committee (Ninth Session).

The Governing Body adopted successively the proposals in paragraphs 1, 2 and 3 of the Office document.

I.L.O. Committee on Forced Labour.

Mr. Chistyakov said that, having regard to the past activities of this Committee, the U.S.S.R. Government considered it inadvisable to convene it again. He was therefore opposed to its convocation and to any financial allocations for the meeting.

The Chairman said that the views of the U.S.S.R. Government would be placed on record.

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

Meeting to Establish an Individual Control Book for Drivers and Assistants in Road Transport.

The Governing Body adopted the proposal in paragraph 5 of the Office document.

Father Stokman, referring to the draft programme of meetings appended to the document, inquired as to the date on which the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare would be convened. Financial provision for the meeting had been made in the 1959 budget, but it was not listed in the programme.

The Director-General said that the matter would be put before the Governing Body at its next session so that a firm decision could be taken at that time.

Sir Richard Snedden noticed that the draft programme showed the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare as meeting in Geneva, whereas the document relating to this meeting under the seventeenth item on the agenda made no mention of the place. He trusted that one of the Government members of the Subcommittee would issue an invitation in that connection.

The Governing Body took note of the general programme of meetings.

Supplementary Item on the Agenda

Proposal from the United States Government Representative concerning a Regular Review of I.L.O. Programmes

The Governing Body took note that the proposal from the United States Government representative concerning a regular review of I.L.O. programmes would come before it for discussion at its 141st Session.

This programme is not reproduced in the appendix in question.

Twenty-first Item on the Agenda

Date and Place of the 141st Session of the Governing Body

The Governing Body decided that the Committee to Consider the Improvement of the Methods of Working of the International Labour Conference would hold its third session in Geneva from Monday 23 to Friday, 27 February 1959, and that the Committee on Freedom of Association would meet for one-half day on Friday, 27 February and on Saturday, 28 February.

Sir Guildhaume Myrdain-Evans, noting that the Committee on Industrial Committees was scheduled to meet on Saturday, 7 March, at 10 a.m. and 3 p.m., pointed out, firstly, that members of the Governing Body were reluctant to meet on Saturday afternoons, particularly on the Saturday immediately preceding the meetings of the Governing Body itself, and, secondly, that the agenda of the next session of the Committee was a very heavy one and that it might not have sufficient time for its work.

Sir Alfred Roberts proposed for the same reasons that the Committee on Industrial Committees should be scheduled to meet from Friday, 6 March onwards. There was every likelihood that the Financial and Administrative Committee would have concluded its deliberations by Thursday, and some flexibility should be left in the programme so that the Committee on Industrial Committees could be convened if circumstances so required.

The Director-General suggested, in the light of these remarks, that the Committee on Standing Orders and the Application of Conventions and Recommendations should meet on the afternoon of Wednesday, 4 March, and the Committee on Industrial Committees on Thursday, 5 March.

Sir Guildhaume Myrdain-Evans drew attention to the fact that this would mean that the Committee on Industrial Committees would be meeting at the same time as the Financial and Administrative Committee. He therefore seconded Sir Alfred's suggestion, it being understood that the Financial and Administrative Committee could, if necessary, meet on Saturday, 7 March.

It was so decided.

Mr. Pequeño pressed the Director-General, when he was drawing up the programme of forthcoming sessions, to consider the possibility of enabling members of committees and the Governing Body to have at least Saturday afternoon free. These members, and for that matter the Office staff as well, should have the benefit of the five-and-a-half day week, which was now standard practice almost everywhere.

The Governing Body approved the programme of meetings for its 141st Session with the amendments suggested.

The Governing Body approved the provisional dates proposed in paragraph 6 of the Office document for its 142nd and 143rd Sessions, which included the meetings of the Governing Body committees, subject to confirmation in due course.

The session was declared closed at 6.10 p.m.

Barboza-Carneiro.
APPENDICIES

APPENDIX I

Agenda

1. Approval of the Minutes of the 139th Session.
2. Date, Place and Agenda of the 44th (1960) Session of the International Labour Conference.
5. Action To Be Taken on the Resolutions Adopted by the International Labour Conference at Its 42nd Session.
17. Composition and Agenda of Committees and of Various Meetings.
19. Programme of Meetings.
20. Appointment of Governing Body Representatives on Various Bodies.
21. Date and Place of the 141st Session of the Governing Body.

Supplementary Item on the Agenda: Proposal of the United States Government Representative concerning a Regular Review of I.L.O. Programmes.
APPENDIX II

Second Item on the Agenda: Date, Place and Agenda of the 44th (1960) Session of the International Labour Conference

Date

1. Following the usual practice, under which sessions open on the first Wednesday in June, it is suggested that the 44th (1960) Session of the International Labour Conference should open on Wednesday, 1 June 1960.

Place

2. It is proposed that the session should be held in Geneva.

Agenda

3. The agenda of the session will necessarily include—
   - Report of the Director-General.
   - Financial and budgetary questions.
   - Information and reports on the application of Conventions and Recommendations.

4. The following items are likely to be carried over, for second discussion, from the 43rd (1959) Session:
   - Protection of workers against radiations.
   - Collaboration between public authorities and employers' and workers' organisations at the industrial and national levels.

5. On 26 June 1958, during its 42nd Session, the International Labour Conference adopted, by 100 votes to 77, with 17 abstentions, the following resolution:

   The General Conference of the International Labour Organisation, having taken note of the report of the Committee appointed to examine item VIII on its agenda;
   - Invites the Governing Body of the International Labour Office to place the question of the reduction of hours of work on the agenda of an early session of the Conference not later than 1960 with a view to the adoption of an international instrument.

The report relating to the eighth item, submitted to the 42nd Session of the Conference and referred to in the resolution, constitutes an up-to-date account of the present situation in regard to hours of work, arranged under the following main headings: a general survey of the present situation in regard to workers' housing in the world in general, its importance as an element in the solution of the social and economic problem constituted by the urgent nature of the problem of workers' housing, and the detailed proposals for a general discussion by the Conference of the technical assistance activities of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development.

7. The law and practice reports on (a) workers' housing, (b) revision of the vocational training Recommendations, (c) employment of young persons on underground work in mines of all kinds, and (d) equality of treatment of nationals and non-nationals (social security), and the detailed proposals for a general discussion by the Conference of the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, in underdeveloped countries in process of development, referred to under (e) of the preceding paragraph, are submitted to the Governing Body. A description of these reports and proposals, together with certain considerations relating to these subjects which the Governing Body may wish to bear in mind, is given in paragraphs 8 to 47 below.

Workers' Housing.

8. The main reasons adduced at the last session of the Governing Body in the paper suggesting this subject for possible consideration as an item on the agenda of the 1960 Session of the Conference were the urgent nature of the social and economic problem constituted by the present situation in regard to workers' housing in the world in general, its importance as an element in the workers' standard of living, its close relation to the productivity of the worker and to labour mobility, and its role as a basic ingredient of economic and social stability. Reference was also made to the growing interest shown by governments, employers and workers in housing questions, and particularly in the development of effective measures for providing low-cost housing for workers. At the last session certain members pointed out that this
latter need was evident not only in many of the less industrialised countries but likewise in countries where industry is highly developed and geographically concentrated. The provision of adequate supply of decent housing. Houses and a neighbourhood in which children can grow up into healthy men and women, free from the tensions and dissatisfaction of slum life, in which workers can take a pride and pleasure, can relax after a hard day's work and can enjoy the pleasures of family life—these rank very high among the conditions for a good life and a healthy productive society. Yet even in the most highly industrialised economies very many workers are still badly housed; and in the less industrialised countries the house-building industry has not even made a substantial beginning in providing decent housing for the urban worker, much less the rural worker. No quantitatively measured world housing needs can convey the gravity of the problem. But all men know from what they see and experience of life that unsatisfactory needs for decent housing constitute a dangerous menace to the social organism. The present report presents a brief survey of some of the principal measures which governments, workers and employers and their organisations have taken to improve housing conditions both qualitatively and quantitatively, and discusses certain of the problems encountered.

9. In the paper submitted to the last session of the Governing Body the Director-General recalled the obligation of the International Labour Organisation, as stated in the Declaration of Philadelphia, to further among the nations practice and programmes which will achieve the provision of adequate housing. Reference was also made to the resolution adopted by the Conference in 1957, in which it requested the Governing Body to consider placing the question of workers' housing on the agenda of one of the next sessions of the Conference, as well as to the provisions relating to housing already included in a number of Conventions and Recommendations adopted by the Conference between 1921 and 1947, to the various aspects of workers' housing which have been considered at regional conferences and meetings of Industrial Committees and other specialised bodies of the I.L.O., to the special attention paid by the Conference to the question of workers' housing in its discussion of the Director-General's Report in 1954, and to the various studies on housing topics which have been published by the International Labour Office. The introduction to the law and practice report now committed to provide the consideration thus given to the subject by the I.L.O. up to the present time.

10. While at the last session of the Governing Body some members drew attention to the importance of proper housing as a question with which the I.L.O. felt some doubt as to the precise nature and extent of the I.L.O.'s responsibility in the matter. As already stated, the position in regard to the responsibility of the various international organisations is that, while under an integrated work programme agreed upon between them and the I.L.O. the organisation involved is, in the field of housing has been assigned to the United Nations, the International Labour Organisation is recognised as having a major role in certain branches, including the whole field of workers' housing, as covered by the law and practice report now committed to provide the consideration thus given to the subject as suitable for Conference consideration (see paragraph 13 below). As a result of its tripartite nature the I.L.O. is in a position to deal most effectively with many aspects of the workers' housing problem, and in particular with the role which workers and employers and their organisations and the building industry can play in the provision of decent housing.

Revision of the Vocational Training Recommendations.

11. The proposals placed before the Governing Body have been prepared in agreement with the United Nations Secretariat and have been noted by the Ad Hoc Working Group on Housing, Building and Planning of the United Nations and the specialised agencies which met in June 1958, and which reports through the standing co-ordination machinery to the Economic and Social Council and the executive bodies of the various organisations concerned.

12. It was pointed out by the Director-General at the last session of the Governing Body that the subject of housing had never formed a main item on the agenda of the Conference, and that it was therefore high time, had, in fact, now come when it could, with advantage, be placed on the Conference agenda with a view to a broad exchange of experience and the possible adoption of a Recommendation. The summary and conclusions of the law and practice report given in its last chapter elaborate this view by indicating various headings (repeated in the following paragraph) under which the Conference might usefully consider the question.

13. Among the aspects of the subject which might be considered by the Conference are the importance of decent housing in the workers' standards of living and the housing standards thereby called for; the contribution which by various methods might be made by workers and employers and their organisations, as well as by governments, to the increased provision of decent housing at reasonable cost; the improvement of productivity in the building industry; and the place of workers' housing programmes in total national investment. The law and practice report now submitted deals in detail with all these matters, on many of which substantial preparatory work has been done.

14. It will be observed that the law and practice report covers certain aspects of the matter specifically mentioned during the Governing Body's discussion at its last session, namely the effort already made by employers and workers to provide housing, the role of financial agencies other than employers in dealing with the financial obligations involved, and the role of co-operative housing societies in providing workers' housing.

15. The report concludes that the time has come when the Conference could usefully systematise and bring up to date the provisions and conclusions on workers' housing in the law and practice report now committed to provide the consideration them wherever necessary with a view to providing member States with guidance in the form of recommendations based on the widest international experience in the matter.

16. In presenting this subject for the consideration of the Governing Body at its last session, the Director-General pointed out that 20 years had elapsed since the Conference last considered vocational training as a whole, and explained that since that date accelerated technological progress, the raising of the school-leaving age in many countries, the development of new forms and concepts of apprenticeship training, and greatly increased experience had brought about changes which had rendered out of date and incomplete the provisions of the Recommendations adopted in 1939.

17. It may also be repeated that vocational training, falling as it does within the field of the I.L.O.'s work on manpower matters, would have been suggested for an earlier agenda of the Conference had it not been for the preoccupation of the Organisation with the subject of discrimination in employment. Vocational training represents a fundamental branch of I.L.O. activity, as is illustrated by the fact that about half of its technical assistance programme is devoted to vocational training.

18. Furthermore, the impact of automation on the education and training of workers may be expected to make necessary far-reaching reorganisation of systems and methods of training and retraining and of the orien-
tation towards work of young workers. Conference action in this matter could, by stimulating and guiding the spread and development of vocational training, like­wise play an important part in meeting the current pre­occupation with the need to ensure continuity of employ­ment following the introduction of automation, a subject to which the U.S.S.R. Government member drew attention at the last session of the Governing Body. The im­plications for labour and social policy of automation and other modern technological advances were, of course, dis­cussed in the law and practice reports. The relevant national standards, which formed the main theme of the Director-General's Report.

19. The law and practice report now submitted gives an account of I.L.O. action to date in the field of vocational training and describes in some detail—men­tioning national examples—the nature and variety of the changes referred to above, which make it a matter of urgency that the incomplete and out-of-date character of the present laws and regulations be remedied by the adoption of revised standards suitable for the future guidance of governments and in particular the govern­ments of countries of lesser industrial development.

20. As already stated, it is considered that the work involved for the Conference in completing and bringing up to date the vocational training Recommendations and drafting what would in effect be entirely new sets of standards would call for the use of the double-discussion procedure. In general, these new standards would cover all forms of vocational training in industrial and com­mercial occupations, including office work; they would avoid duplication of the provisions of the Vocational Training (Seafarers) Recommendation, 1946 (No. 77). The Vocational Training (Disabled Persons) Recom­mendation, 1955 (No. 99) and the Vocational Training (Agricul­ture) Recommendation, 1956 (No. 101). They would incorporate a number of principles which have already been tested in practice on an international scale under the technical assistance programme and would in this way take the benefit of this experience at the disposal of member States.

21. In its conclusions the law and practice report draws attention to the new breadth which the subject has acquired in the light of the very many and varied methods of vocational preparation now called for, and leaves open for possible consideration by the Conference the nature and the number of the instruments which may be adopted, as well as the question of how far such instruments should be regarded as superseding the earlier instruments on the subject and how effect can most appropriately be given to the decision taken on this latter point.

22. The normal process of consultation with the United Nations Educational, Scientific and Cultural Or­ganisation and any other organisations which might be concerned with certain aspects of the matter of would of course be undertaken.

Employment of Young Persons on Underground Work in Mines of All Kinds

23. Basing its view on the brief account of national laws and regulations given in the General Report sub­mitted to it, an account which is amplified and extended to include mines of all kinds in the law and practice report appended to the present paper, the Tripartite Technical Meeting on Mines Other Than Coal Mines (Geneva, 25 November-6 December 1957) adopted a resolution inviting the Governing Body to consider the possibility of putting on the agenda of one of the next sessions of the International Labour Conference the question of the regulation of the employment of young persons in under­ground work 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 work underground in mines of all kinds. The Governing Body, at its 136th Session (May-June 1958), decided to take this resolution into account in considering the questions which might be placed on the agenda of an early session of the Conference, and went on to ask at its 139th Session (May-June 1958) for the present law and practice report. This report gives an account of the relevant national laws and the regulations of the U.S.S.R. Goverment member in the U.S.S.R. at its 136th Session, under the headings of age of admission to underground work; the relation between this age and the school-leaving age; occupational safety and health, including the question of medical examination of fitness for employment; night work; hours of work, rest periods and holidays; and inspection services.

24. It is a commonly accepted principle that young workers in their formative years should be safeguarded against work in any occupation which, by reason of its nature or the conditions in which it is carried out, may adversely affect their normal development or expose them to undue occupational risk. As underground work in mines is generally acknowledged to fall under this heading, many countries have laws or regulations prescribing a minimum age of entry to such work which is higher, and in some cases considerably higher, than the age prescribed for admission to most other forms of employment. Many also have laws or regulations specify­ing the conditions in which young persons over this age of admission may be employed until they reach a higher age or adult status as defined under the national laws or regulations.

25. Two international labour Conventions—the Minimum Age (Industry) Convention, 1919 (No. 5) and the Minimum Age (Industry) Convention (Revised), 1937 (No. 59)—explicitly include mines, quarries and other works where minerals are extracted from the earth. Of former the minimum age of admission to employment at 14 years; the latter raises this age to 15 years. Neither governs any other aspect of the em­ployment of young persons in underground work.

26. The Conference has also adopted standards reg­ulating admission to underground work in coal mines. The Minimum Age (Coal Mines) Recommendation, 1953 (No. 96) recommends prohibition of the employment of all young persons under 16 years of age and provides that young persons between the ages of 16 and 18 years may be employed only for the purposes of properly supervised apprenticeship or other systematic vocational training or under conditions determined by the competent authority, after consultation of the employers' and workers' organisations concerned. At the age of 18 years the young persons may be employed for the purposes of practical training in mining regions. The Conference, at its 139th Session (May-June 1958), decided to take this resolution into account in considering the questions which might be placed on the agenda of an early session of the Conference, and went on to ask at its 139th Session (May-June 1958) for the present law and practice report. This report gives an account of the relevant national laws and regulations of the U.S.S.R. Goverment member in the U.S.S.R. at its 136th Session, under the headings of age of admission to underground work; the relation between this age and the school-leaving age; occupational safety and health, including the question of medical examination of fitness for employment; night work; hours of work, rest periods and holidays; and inspection services.

27. Later in 1953 the Coal Mines Committee, at its Fifth Session, adopted a resolution concerning young workers below the minimum age of admission to work underground in coal mines. The resolution noted the aforementioned Recommendation and pointed out that, for the purposes of practical training in mining regions where the school-leaving age is under 17 years, the measures, such as apprenticeship in surface work or post­school vocational classes, were desirable for young persons who intend to work in the mines. It also urged that in countries in which compulsory education does not yet exist and where there is no legal school-leaving age, coal mines should only be permitted to employ young workers in tasks compatible with their physical capacity, and that provision should be made for periodic health examination.

28. As is shown by the law and practice report now submitted, which lays special stress on the employment of young workers in mines other than coal mines, the question with respect to the employment of young persons in coal mining and in other forms of mining is similar in many respects. It would thus seem logical to envisage similar conditions of regulation for all kinds of mining.
29. Thus, it is suggested that the Conference should be invited to fill in the present gaps in international standards relating to underground work of young persons by adopting a new instrument or instruments establishing a uniform minimum age for admission to underground work and regulating the employment of young persons employed on such work in mines of all kinds, more particularly as regards vocational development, health, safety, hours of work and holidays. It may also be wise to consider what additional provisions, relating, for example, to vocational preparation, may be necessary in countries where the prescribed minimum age for admission to employment is higher than the school-leaving age or where no school-leaving age has yet been prescribed.

30. In drafting the necessary instrument or instruments, the Conference might be able to make a contribution to providing the mining industry with an adequate supply of capable young recruits and to ensuring that these young persons are properly protected from work which might impair their physical and vocational development, or which is unduly hazardous, and are provided with the fullest opportunities for further growth and development.

Equality of Treatment of Nationals and Non-Nationals (Social Security).

31. Of the seven items considered by the Governing Body for inclusion in the 1959 agenda, this question was the last to be eliminated before the selection of the three new items which were eventually chosen. Various members of the Committee for which budgetary provision has been made in 1959, after preparatory consultation of the Committee of Experts on Social Security. Such consultation has taken place by correspondence in regard to the detailed factual information now included in the appended law and practice report. Though the progress in the European region already referred to, as well as various other bilateral and multilateral arrangements, constitute a worthy example, it is considered that it is the duty of the Organisation to avoid the creation of new, regional, barriers to equality of treatment by ensuring that these regional approaches to a solution are carried on to the international plane. Not only do the earlier uncompleted efforts of the Organisation in the field call for completion but the modern concept of social security to which the Social Security (Minimum Standards) Conventions contribute, is becoming progressively more up-to-date principles of equality of treatment set out in that instrument, particularly at a time when in many parts of the world social security legislation is being perfected or introduced for the first time. Finally, encouraging the example of the widespread ratification of the Equality of Treatment (Accident Compensation) Convention, 1925 (No. 10) 1 gives cause to believe that a new instrument of the type envisaged would serve both as a stimulus to progress and as a deterrent to any attempts to maintain or introduce a regional application of non-nationals which might result from the absence of clearly affirmed international standards.

32. Turning to existing law and practice the report seeks to give a clear picture of the various types and degrees of differential treatment under which non-nationals still suffer, limiting itself for practical reasons to a few examples. This is done in order to bring these matters to the attention of the Conference and to certain important sectors of the labour force, with examples also drawn from state-aided general schemes of an optional character, grouped under three headings: coverage and contributions; the right to benefits; and participation in the administrative and jurisdictional determination of the social security scheme. In this section of the law and practice report submitted last year has been brought up to date and completed in the light of the observations since communicated to the Office by members of the Committee of Experts on Social Security.

33. The report then goes on to deal with the effects of the international labour Conventions concerning social security from the point of view of equality of treatment of nationals and non-nationals, availing itself in this respect of the observations made by the Committee of Experts on the Application of Conventions and Recommendations. It also describes those provisions of certain multilateral and bilateral agreements which deal with equality of treatment.

34. From this review the report concludes that wide differences in the treatment of nationals and non-nationals continue to exist on an extensive scale, above all in the matter of right to social security benefits, in particular those benefits of a personal nature: compensation and family allowances; and invalidity, old age and survivors' pensions in the case of non-residents. While in certain countries the last ten years have shown encouraging progress in the opening up to non-nationals of benefits formerly withheld from them, such progress has at times been hampered by the imposition of residence or reciprocity requirements, and in certain other countries non-nationals have recently been deprived of advantages formerly accorded them. Far from being a natural and spontaneous trend, the development of equality of treatment therefore calls for stimulus and direction. Though the progress in the European region already referred to, as well as various other bilateral and multilateral arrangements, constitute a worthy example, it is considered that it is the duty of the Organisation to avoid the creation of new, regional, barriers to equality of treatment by ensuring that these regional approaches to a solution are carried on to the international plane. Not only do the earlier uncompleted efforts of the Organisation in the field call for completion but the modern concept of social security to which the Social Security (Minimum Standards) Conventions contribute, is becoming progressively more up-to-date principles of equality of treatment set out in that instrument, particularly at a time when in many parts of the world social security legislation is being perfected or introduced for the first time. Finally, encouraging the example of the widespread ratification of the Equality of Treatment (Accident Compensation) Convention, 1925 (No. 10) 1 gives cause to believe that a new instrument of the type envisaged would serve both as a stimulus to progress and as a deterrent to any attempts to maintain or introduce a regional application of non-nationals which might result from the absence of clearly affirmed international standards.

35. Such an instrument might lay down the principle of equality of treatment of nationals and non-nationals in respect of the application of the national laws and regulations of the bilateral and multilateral Conventions concluded between two or more ratifying countries in the form of general provisions or lateral arrangements, contained in Parts II to X of the Social Security (Minimum Standards) Convention, 1952 (No. 102), and might also specify, if necessary, conditions for the application of the principle. To the extent that it would deal with the principle of the application to non-nationals of the same treatment as that accorded under national laws and

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1. This report is not reproduced here. The substance of it will be included in the law and practice report on the same subject to be submitted to the Governing Body at its 143rd Session.

2. As at 1 August 1958 this Convention had been ratified by 50 countries.
regulations to the nationals of the ratifying State Member, rather than with the degrees of benefit involved, which will always vary from State to State and with the stage reached in the improvement of social security arrangement, an instrument dealing with equality of treatment might be expected to retain its effectiveness for many years, irrespective of the progress made in the development of social security generally.

The Contribution of the I.L.O. to the Raising of Incomes and Living Conditions in Rural Communities, with Particular Reference to Countries in Process of Development (for General Discussion).

37. Since the Governing Body decided to receive at its present session more detailed proposals for a general discussion of this subject, the International Labour Conference, at its 42nd Session in June 1958, adopted by 153 votes to 11, with 20 abstentions, the following resolution:

The General Conference of the International Labour Organisation,

Noting with satisfaction the increased attention which the International Labour Office is paying to questions affecting countries in process of development and to the problems facing them,

Considering that the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities in underdeveloped countries has been given preliminary consideration by the Governing Body of the International Labour Office,

Concluding that it is necessary to study the social problems affecting agriculture,

Considering that there are very many agricultural problems which concern countries in course of development which might usefully be examined by the International Labour Organisation and on which it could be of assistance,

Considering that an exchange of experience between States Members on agricultural problems at the International Labour Conference would be of great value, and

Noting that the problems of unemployment and underemployment in conjunction with changes in the structure of agriculture are among the most urgent of such questions,

Notes with satisfaction the decision of the Governing Body to consider at its 44th Session the question of the contribution of the International Labour Organisation to the raising of incomes and living conditions in rural communities, including the question of unemployment and underemployment in agriculture, and the need for agrarian reforms.

38. Even before the adoption of the above resolution and the Governing Body's decision to ask the Director-General to submit to it more detailed proposals for a general discussion of this subject, there had been general agreement both in the Governing Body and in the Conference that agricultural items should be brought before the Conference at regular intervals so that due attention should be paid by the International Labour Organisation to the vital problems in this important sector. Since 1950 several such items have in fact been brought before the Conference, most of them for the establishment of international standards. These items have helped to fill the wide gap in the standard-setting work of the I.L.O. between agriculture and other occupations, but this approach has by no means been considered as exclusive of others. In the light of the Conference's deliberations on the general question of the contribution of the I.L.O. to countries in process of development, it is now appended

40. In submitting this proposal due account is naturally taken of the fact that some of the problems involved undoubtedly present aspects of interest to other international agencies and, in particular, to the Food and Agriculture Organisation, or may even sometimes fall within a field of action where the latter has the major responsibility. It is consequently understood that the Conference might want to be taken to avoid duplication and to consult the agency concerned on the subject of its collaboration as may seem necessary or opportune.

41. As has been stressed at I.L.O. regional conferences, notably in Latin America and Asia, economic development in general (and the same applies to agricultural development) cannot be considered to have as its sole aim an expansion in the production of goods and services. There are equally important human and social considerations which arise, and it is with these matters which concern the I.L.O. and the international community as a whole, and in particular for its action is particularly wide. Some of these matters have been considered at regional conferences, but it seems opportune to bring them before the General Conference in order to make it quite clear how much important the I.L.O. attaches to the major issues involved and in order to stimulate the broadest and most useful exchange of views possible.

Proposed Form of Presentation of the Item.

42. It is considered that this item would be most appropriately handled by a discussion under three main headings: a broad review of major problems in the rural sector; the types of measures which have been or might be taken to deal with these problems; and the manner in which the I.L.O. might assist governments in carrying out these measures. A more detailed note along these lines is now appended, which may be regarded as a preliminary sketch of the report which the Office could prepare as a basis for general discussion by the Conference.

43. After an introductory section stressing the need for a broad approach to rural development the note indicates that, in discussing rural problems, attention could be given by the Conference to such key items as unemployment, low productivity and inadequate living standards, as well as to such matters as the isolation and stagnation of rural communities, the stresses in traditional ways of life brought about by economic and social development, on the one hand, and the barriers to progress caused by the slow process of adaptation, on the other.

44. The note then reviews programmes and policies to deal with these problems and suggests that the Conference discussion might concentrate on such points as measures to close the gap in working and living conditions between agriculture and industry, labour legislation and other social protection for wage earners, special assistance for depressed areas in advanced countries; and agricultural improvement in countries in course of development, including the promotion of better farming, investment, vocational training, co-operatives, complementary programmes of social development, agrarian reform and community development.

45. With regard to the promotion of supplementary employment opportunities in rural areas the discussion might deal, inter alia, with measures to provide non-agricultural employment both in the advanced countries and in countries in process of development through the
encouragement of handicrafts and small industries, as well as of larger industries in appropriate cases.

Possible Outcome of the Conference Discussion.

46. The major outcome of this discussion might well be an indication of the manner in which the I.L.O. can most usefully contribute to programmes and policies aimed at rural improvement. It should be stressed at the outset that many of the activities that might be proposed would undoubtedly need to be carried out in collaboration with the Food and Agriculture Organisation and other international organisations, as is now being done. Previous and future concerted action of this type is dealt with in the opening of the final chapter of the note.

47. The rest of the concluding chapter shows that, over and above this concerted action, the extent of the problem leaves much scope for I.L.O. activities within its own programme of work. Suggestions for discussion in this respect are made under the headings of standard-setting, research and information activities; regional conferences, technical meetings and seminars; technical assistance; and programmes for special groups of rural workers.

Technical Assistance

48. It was stated in paragraph 6 above that in view of the wish expressed by certain members of the Governing Body that a general discussion of the technical assistance work of the Organisation should be included among the possible items from which those to be included in the 1960 agenda were to be selected, a note for the information of members on the position in regard to this suggested item would be added to the present section, as it appeared that a discussion of technical assistance generally would in any event have much in common with the suggested general discussion of the I.L.O. contribution to the raising of living standards in rural communities. This information note follows.

49. In 1960 six years will have passed since the Conference last reviewed I.L.O. technical assistance activities. On that occasion, in 1954, it expressed the following opinion on the usefulness of such a review (in the terms of the report on the subject adopted by the Conference):

"The Committee considered that its discussion of the operational activities of the International Labour Office had been of great value; it wished to record the view that the Conference provides a unique opportunity for a critical examination of the working of the technical assistance programme and evaluation of its results by representatives from a wide variety of industrialised and underdeveloped countries directly interested in the programme."

50. Since 1954, 11 States have joined or rejoined the Organisation, and with one exception all of these have now received I.L.O. technical assistance in one form or another. In addition, the work done by the I.L.O. both in its regular operational programme and under the Expanded Programme of Technical Assistance has developed extensively enough to furnish a wide basis of fresh experience for the evaluation of its effectiveness, thus providing the Conference with an opportunity for further critical examination by representatives from States Members as a whole.

51. When at its 137th Session (Geneva, October-November 1957) the Governing Body determined the agenda of the 1959 Session of the Conference, several members spoke in support of the inclusion of technical assistance as an item for general discussion. Among the reasons adduced by them were that such an exchange of views could lead to effective improvement of operational activities, might result in the laying down of fresh principles for the guidance of the Office, and could bring out the need for increased technical assistance funds. It was also stressed that the placing behind the operational activities of the I.L.O. of the authority of the Conference could stimulate that intensified assistance, particularly in the field of industrial organisation, without which many underdeveloped countries would not be able rapidly to put themselves in a position to implement the international standards which the Conference was continuing to lay down. Other members were not prepared to agree to the placing of such an item on the Conference agenda for general discussion if this were to result in the exclusion from the agenda of an item leading to the adoption of an international instrument. Although they considered that discussion of technical assistance by the Conference was not likely to have any substantial effect on the policy or administration of the Expanded Programme, they were favourably disposed to consideration of its inclusion in the 1960 agenda and, at intervals, in later agenda.

52. In the light of the foregoing considerations and of the reports and proposals submitted to it, the Governing Body is invited to determine the agenda of the 44th (1960) Session of the International Labour Conference, and to decide what action it wishes to take on the Conference resolution referred to in paragraph 5 above, concerning the placing on the agenda of the question of the reduction of hours of work.
APPENDIX III

Third Item on the Agenda: Report of the Committee to Review the Programme of I.L.O. Conferences and Meetings

1. The Committee to Review the Programme of I.L.O. Conferences and Meetings, which was set up by the Governing Body at its 131st Session (Geneva, March 1956), met on 16 November 1956, on 8 March 1957, on 28 February and 1 March 1958; on 26 May and 24 June 1958 and on 13 and 17 November 1958, under the chairmanship of Sir Guildhaume Myrdldin-Evans. It now presents its second report, which was adopted unanimously.

2. Our terms of reference were "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 at its 133rd Session (Geneva, November 1956) the Governing Body granted us the necessary extension of time for the completion of our task."

Some General Considerations

3. Our appointment arose directly out of budget debates and out of the feeling of some members of the Governing Body that the annual programme of meetings needed to be looked at as a whole in view of its cost and the workload that it threw on the staff of the Office. Nevertheless we have not approached our examination as primarily a financial exercise. Rather have we conceived it our task to attempt to suggest how to ensure that in this, as in other sectors of the Organisation's work, the best use is made of the resources at the disposal of the Organisation from time to time, keeping in mind always the need to make the most rapid progress possible towards the attainment of the objectives for which the Organisation was established. Considerations of cost and workload are clearly important; but such an approach as we have described involves also an attempt to assess, naturally only in very broad terms, the value of the various types of meeting both individually and relative to each other, the needs that the meetings are intended to serve and the results achieved; it involves also some consideration of such questions as periodicity and size of meetings, including possible adjustment of size in order to permit of more meetings.

4. Meetings are an essential part of the work of the Organisation, but in the presence of limited resources in money and staff only a limited programme of meetings can be undertaken in any year, and selection of a limited number from a substantial list of meetings, all or most of which are each regarded as highly desirable by some members of the Governing Body, becomes inevitable. We have said that we do not regard our task as primarily a financial exercise. Rather have we conceived it our task to attempt to suggest how to ensure that in this, as in other sectors of the Organisation's work, the best use is made of the resources at the disposal of the Organisation from time to time, keeping in mind always the need to make the most rapid progress possible towards the attainment of the objectives for which the Organisation was established. Considerations of cost and workload are clearly important; but such an approach as we have described involves also an attempt to assess, naturally only in very broad terms, the value of the various types of meeting both individually and relative to each other, the needs that the meetings are intended to serve and the results achieved; it involves also some consideration of such questions as periodicity and size of meetings, including possible adjustment of size in order to permit of more meetings.

5. Our terms of reference expressly exclude us from reviewing sessions of the Conference and the Governing Body. The sessions of these bodies, however, form part of the whole programme of meetings and have a bearing upon considerations of finance and workload. For the purposes of our examination, therefore, we have assumed that there will be a session of the Conference every year—with an additional (maritime) session at irregular but infrequent intervals—and that the Governing Body will continue to have sessions every year in approximately February/March, in the summer immediately before and immediately after the annual sessions of the Conference, and in approximately October/November.

6. Against this background we have found it convenient to consider the programme of meetings under the following main heads:

Regional Conferences.

Major Committees (Industrial Committees and analogous meetings, the Joint Maritime Commission and the Permanent Agricultural Committee).

Standing Committees of Experts.

Correspondence Committees.

Arrangements for dealing with indigenous labour problems.

Arrangements for dealing with problems of women's work.

Ad hoc meetings of a non-recurring nature.

Regional Conferences

7. Regional conferences must be regarded as a permanent feature of the activities of the Organisation. They are provided for in the Constitution. Opinions may differ as to their value, and no doubt their value does vary both as between the different regional conferences and as between sessions of the same regional conference. But there can be no denying that they have met a strongly felt desire on the part of certain of the regions to be more closely associated with the I.L.O. through their own regional machinery and that equally they have met a real need of the regions to discuss the problems of their own affairs outside the more general discussions on a world-wide basis.

8. The Conference of American States Members (six meetings) and the Asian Regional Conference (four meetings) can be regarded as established institutions.

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1 See Minutes of the 133rd Session of the Governing Body, Seventh Sitting, p. 68, and Appendix IV, p. 121.
9. There has been one European Regional Conference. In addition the Governing Body, at the request of the Council of Europe, has decided to convene a tripartite European Conference later this year in order to consider the European Social Charter, but this meeting is confined to certain countries only and can hardly, therefore, be considered a European Regional Conference in the full sense of the term. It will be for the Governing Body to determine whether or not there will be future European Regional Conferences.

10. A preparatory regional conference (confined to governments) for the Near and Middle East was held at Istanbul in 1947. No further conference has been held for this region, but there is a strong and growing desire from the member States of the region that, despite the difficulties, the calling of such a conference should no longer be delayed.

11. In addition we have to envisage the possibility of a demand for conferences for other regions. Thus, the 42nd Session of the Conference adopted a resolution expressing its agreement with the principle of convening a tripartite African Regional Conference and referring the matter to the Governing Body for consideration.

12. We have considered whether it is desirable to attempt to lay down a definite periodicity for meetings of this kind. We do not think that it is. There seems at one time to have been a tacit assumption that meetings of a regional conference should be held every three years, but this has been departed from recently in the case of both the American and the Asian conferences. The question can only be decided by reference to the needs of the moment and to the competing claims of other meetings for a place in the over-all programme. Thus, the needs of one region may require more frequent conferences than those of another region and, moreover, the period between the meetings of a particular conference may vary from time to time according to the importance and urgency of the work to be done. But without proposing any hard and fast rule there are two suggestions which we think may assist the Governing Body.

(1) The staging of a regional conference is a formidable undertaking—only less so than a session of the General Conference. It is costly. It imposes a heavy workload on the staff of the Office. We feel, therefore, that in general, having regard to the other demands upon the resources of the Organisation, there should not be more than one regional conference in any one year.

(2) We doubt whether it is now necessary in general to hold meetings of a regional conference at shorter intervals than five years. Indeed, on the basis of one regional conference a year it would not be possible to cater for all the regions now envisaged on a shorter average periodicity than five years. We feel, however, that this idea should be applied flexibly in both directions according to the needs of the situation at any one time. Our positive suggestion is that the need for holding each regional conference should be considered by the Governing Body at intervals of not more than five years.

13. Finally, as regards this section of our report, we are very conscious of the needs of the Near and Middle East region, and we recommend the Governing Body to request the Director-General to explore the possibility of holding a regional conference for that area at an early date.

Major Committees

14. In this category we have included Industrial Committees and analogous bodies, including ad hoc meetings for certain industries, the Joint Maritime Commission and the Permanent Agricultural Committee. All these have in common the fact that they deal with the affairs of a particular industry and have been set up so as to enable employers and workers in that industry at the international level to discuss among themselves and in most cases with representatives of governments their common problems, just as many countries try to do at the national level. Between them the industries to which they relate represent a very substantial proportion of industrial and agricultural workers throughout the world and consequently a substantial proportion of the resources to whose increasing welfare the activities of the I.L.O. are directed.

15. The Joint Maritime Commission was set up in 1920. It is bipartite in composition. It has met on an average about once every two years since then, but not on the basis of a regular periodicity.

16. The Permanent Agricultural Committee was established in 1936. It is composed partly of representatives appointed by the Governing Body, partly of experts—some appointed after consultation with governments, some in consultation with the Employers' group and the Workers' group of the Governing Body. It has met at irregular intervals—in 1939, 1947, 1949, 1953 and 1955.

17. Industrial Committees, of which there are ten if we include the Plantations Committee and the Advisory Committee on Salaried Employees and Professional Workers, are a post-war development. They are tripartite in structure. The stimulus for their establishment came from the acknowledged success which had attended the work of the Joint Maritime Commission. In the early days of the I.L.O. it was hoped that a session of each committee could be held every 18 months. This period was subsequently extended to two years. But in recent years even a periodicity of two years has, for various reasons, proved impossible of attainment, and the interval between sessions of certain committees has been as long as three years.

18. In addition to the Industrial Committees, international organisations of workers in 13 other industries have already been established on the model of Industrial Committees. The Governing Body has felt unable to accede to these requests, but single ad hoc meetings have been or will be held to discuss the problems of three of these industries—mines other than coal mines, timber and civil air transport.

19. We do not recommend any fundamental change in the general pattern of these meetings, which we have classed under the general title of major meetings. But in attempting to integrate them into the general programme of I.L.O. meetings there are a number of considerations which must be borne in mind.

(1) The Joint Maritime Commission and the Permanent Agricultural Committee should remain as standing committees to be summoned to meet when the Governing Body decides that such a meeting should be held.

(2) The value of sessions of the Industrial Committees clearly varies both individually and in relation to each other. Thus it may be that certain of the committees have accomplished most of the useful technical work that they can immediately perform and that no great harm would be done if those particular committees did not continue to meet on a regular periodical basis. Others may still have uncompleted work which is both important and urgent and should perhaps continue to meet at more frequent intervals.

The position in relation to each separate committee may change from time to time, and it may be that frequent meetings at one time and less frequent meetings at another. We do not feel that we should attempt to suggest the intervals at which particular committees should meet; the question whether committees should meet at any particular time can, we think, be decided by the Governing Body on an assessment of circumstances of the time and especially the relative needs of the various industries.

(3) Account must be taken of the needs of those industries for which Industrial Committees have not been established but which have asked for such committees. These may be more important economically or as regards the numbers of workers employed than those for which committees have been established. But they may, nevertheless, need
the help of the I.L.O. even more than those larger and more important industries, and they ought not to be denied the help they need because the others were first in the field in asking for the establishment of Industrial Committees. A rigid insistence upon a fixed periodicity for existing Committees might easily, therefore, work to the disadvantage of the industries which do not possess Committees.

20. We recommend, therefore, that the Governing Body should no longer think in terms of a regular periodicity for Industrial Committees but should decide annually which meetings to call, having regard to—

(a) the relative importance and urgency of the problems of all the industries dealt with in this section of our report (i.e. seafaring, agriculture, Industrial Committees industries, industries which have asked for Industrial Committees);

(b) the resources available or which are likely to be made available to the Office.

21. The latter qualification represents a limiting factor. These major meetings are costly. This is particularly true of meetings of Industrial Committees. Most of these Committees are large, consisting in almost all cases of 21 countries. The Employers' and Workers' members between them number 84, whose expenses are borne on the budget of the Organisation. In the last three years the direct cost of major meetings of the kind here discussed amounted to some $286,000, $192,000, and $368,000 respectively. These figures do not include the cost of the staff of the Office engaged upon this work.

22. The workload upon the Office represents an even more serious factor. On this the Director-General has been good enough to give us his views, for which we are greatly indebted to him. He has explained to us in detail the volume of work involved in the preparation and documentation for the meetings, on the actual meetings themselves, and in the subsequent follow-up. His conclusion is that with his present resources in staff he cannot adequately perform service in a year more than three major meetings as defined in this section of our report. To attempt to do more than this involves the diversion of staff resources from other equally important work and consequently the reduction and possibly in some cases the actual jettisoning of that work. This is a thing which neither he nor we, venture to think, the Governing Body can ignore.

23. Our discussion revealed that the weight of opinion in the Committee is generally in favour of the various principles enunciated above, but considers that still greater flexibility of choice may be introduced by grouping together the regional conferences and major committees with a view to providing in each year for four meetings of the type covered by this enlarged group, so that in any year in which no regional conferences were held an additional, and fourth, major committee could meet. A Government member of the Committee considers, on the other hand, that the funds so made available in a year when no regional conference is held should be used for operational activities.

24. We feel that a decision of this kind could have the tremendous advantage of avoiding the debate at the annual budget discussion regarding how many such meetings there should be; the Governing Body would only have to decide which meetings to call.

25. We think the whole question should be reviewed towards the end of a five-year period. We do not suggest any change in the arrangements for 1959, which have already been agreed in connection with the budget proposals for that year.

26. Our recommendation is therefore that the Governing Body should decide in principle that in the immediate future it will include in the budget of the Organisation provision for not less than one regional conference and major committees group as described above, taking into account our suggestion in paragraph 12 above to the effect that in general there should not be more than one regional conference in any one year. It would be understood that this decision should be reviewed by the Governing Body every five years.

27. The above recommendation is based on the present composition of all the standing committees and upon the assumption that any ad hoc meeting for an industry which has no Industrial Committee would follow the pattern of the Industrial Committees, that is, each State represented on the Committee would send two Government representatives, two Employers' representatives and two Workers' representatives. If occasional smaller meetings of industrial and analogous ad hoc committees could be envisaged and each member were to send three representatives instead of six, the cost of the meeting would be substantially reduced—in cases where the meeting is held in Geneva by possibly as much as one-half. If in addition (and this might well be a necessary corollary to the reduction in the size of the meeting) the agenda of the meeting were also substantially reduced, the corresponding workload on the Office might also be substantially diminished. Thus it might be possible instead of having three full meetings of major committees in a year to have two full meetings and two smaller meetings of such committees (smaller, that is to say, in regard both to numbers and to the volume of business to be transacted).

28. The existing committees of this type are the following:

Permanent Migration Committee.
International Development Works Committee.
Committee of Social Security Experts.
Committee of Experts on Indigenous Labour.
Committee of Experts on Social Policy in Non-Metropolitan Territories.

29. This Committee has not met since January 1949. In the meantime, the Conference has revised the international labour Convention concerning migration, and other international arrangements, such as the creation of the Intergovernmental Committee for European Migration, have come into being and may be considered to a large extent to have removed the need for such a committee. In these circumstances we recommend that the Governing Body disband the Permanent Migration Committee.

30. The International Development Works Committee has a legal basis different from any other I.L.O. committee in that it consists of representatives of governments which have undertaken to participate therein in accordance with the terms of its statute and in pursuance of the provisions of a formal Recommendation adopted by the International Labour Conference, with the participation of employers' and workers' representatives nominated by the Governing Body. Although this Committee has not met since 1946 we do not find ourselves in a position in present circumstances to agree upon any change in its status but recommend that the Governing Body should from time to time review the question of the continued existence and functioning of the International Development Works Committee in the light of prevailing economic and social circumstances.\(^{3}\)

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\(^{3}\) By the adoption of the Migration for Employment Convention (Revised), 1949 (No. 97).


\(^{5}\) A similar conclusion was reached in 1951 by the Committee on the Working of the Governing Body and its Committees (see Minutes of the 175th Session of the Governing Body [Geneva, June 1951], First Section, p. 14, and Appendix VII, p. 82, paragraph 6 (8) and p. 84, paragraph 24).
Committee of Experts on Social Security.

31. In view of the work in the social security field which this Committee may be expected usefully to undertake in the near future, we make no suggestion at the present time for any change in respect of the Committee of Experts on Social Security.

Committee of Experts on Indigenous Labour.

32. This Committee is dealt with in paragraphs 51 and 52 below.

Committee of Experts on Social Policy in Non-Metropolitan Territories.

33. We note that at its 138th Session (Geneva, March 1958) the Governing Body disbanded the Committee of Experts on Social Policy in Non-Metropolitan Territories upon the establishment of an African Advisory Committee.

Correspondence Committees

34. We note that the Organisation has the following Correspondence Committees:
- Correspondence Committee on Occupational Safety and Health.
- Correspondence Committee on Recreation.
- Correspondence Committee on Women's Work.
- Correspondence Committee on Co-operation.
- Correspondence Committee on Juvenile Employment.
- Correspondence Committee of Statistical Experts.

35. In their present form the Correspondence Committees suffer from certain disadvantages, including the fact that persons appointed to them as members of what are known as "committees" are thus given the impression that they will be convened to meetings, whereas in fact very few meetings are held and only a limited number of members are convened. Some confusion has also arisen between the functions of such persons and those of I.L.O. national correspondents; furthermore, the persons appointed to membership of Correspondence Committees tend to consider their function of providing the Office with information or opinions as being secondary to that of their possible attendance at meetings. In general, the members of Correspondence Committees provide the Office with information or with their views only when called upon to do so, and are not expected actively to assist the Office on their own initiative. Finally, the fact that the I.L.O. has six Correspondence Committees gives the impression, both inside and outside the Organisation, that the I.L.O. committee structure is in fact more complicated and more costly, in terms of meetings held, than is in fact the case in view of the rarity and limited character of meetings of selected members of Correspondence Committees.

36. We considered the possibility of disbandng the Correspondence Committees and replacing them by Panels of I.L.O. Consultants in the fields covered by the present Correspondence Committees, it being understood that the establishment of such panels would not prejudice the possibility of calling to Geneva any members of these panels for special technical meetings.

37. The function of these consultants would be to keep the Office informed of developments in their respective countries in the various fields of interest of the I.L.O., to be available to provide additional information on the basic trends of which the Office was aware in general but not in detail, or to be at the disposal of the Office to reply to specific questions. In general, it would seem indispensable, when consultants are appointed, to draw their attention to the fact that they would be expected to provide the Office with information on their own initiative.

38. It would not appear necessary to fix a uniform number of consultants for each panel. Each technical division could make proposals for a suitable number of consultants in its particular field.

39. With regard to the term of office of these consultants, a longer term might be provided for than at present fixed for the members of Correspondence Committees, for example five years.

40. Consultants should be informed at the outset that they have been chosen because of the outstanding position they hold or the functions they are carrying out in a particular domain, and that their appointment is only valid as long as they continue to fulfil this role.

41. In order to maintain a direct link between the Organisation and its consultants, the latter might be provided with a partial service of publications of the Office, which might include (a) the International Labour Review and Industry and Labour, and (b) any new technical publications of the Office in the field of competence of these consultants.

42. It is not expected that the arrangements suggested would involve the payment of fees to consultants; experience suggests that remuneration would not be claimed, and misunderstanding may be avoided by making it clear that the functions are of an honorary nature.

43. In the event of the suggested system of Panels of I.L.O. Consultants being adopted, the existing Correspondence Committees could be disbanded by allowing the mandates of their remaining members to lapse at the end of their term.

44. In appointing these consultants care would be taken to choose persons who could be relied on to give completely independent advice.

45. Any consultants selected from time to time to undertake technical assistance missions or the making of special studies would naturally be remunerated for those duties as under present arrangements; the suggested panel system would not involve any additional charge.

46. One Employers' member suggested that the substitution of Panels of Consultants in place of Correspondence Committees might well in time, by analogy, be a substitute for Industrial Committees as the urgency of their work declined, but this suggestion was rejected by some members and was not further discussed.

47. We recommend to the Governing Body that it should replace the existing Correspondence Committees by Panels of I.L.O. Consultants on the lines indicated above, in the same fields as those covered by the existing Correspondence Committees.

48. Certain special points arising in connection with this recommendation are dealt with below.

Correspondence Committee on Recreation, and Proposal for its Reconstitution as a Committee on Workers' Education and Recreation.

49. As a further consequence of our recommendation in paragraph 47 above, we take the view that the purposes of the suggested reconstitution of the Correspondence Committee as a Committee on Workers' Education and Recreation may equally well be met by the appointment of a Panel of I.L.O. Consultants in the fields both of recreation and of workers' education, the latter being a subject which is increasingly engaging the attention of the Organisation and in which co-operation with other organisations is expected to be undertaken. The Workers' members of the Committee pointed out the need for consultants in the field of workers' education to be highly trained in the relevant problems of technology, economics, management, and use of the mediums of television and radio, and agreed to the handling of both workers' education and recreation by a Panel of I.L.O. Consultants on the understanding that the proposed consultative organs in the field of workers' education to those competent in the field of recreation should be in the order of 12 to 8, as had been suggested in the Office's proposals on the reconstitution of the former Committee, so that the attention to
be given to education problems should not be submerged by that given to recreation questions.

50. Accordingly, we recommend to the Governing Body that the Correspondence Committee on Recreation should not be reconstituted as a Committee on Workers' Education and Recreation, but that the field of competence of the Panel of I.L.O. Consultants on recreation recommended in paragraph 47 above should be extended to cover workers' education, its members to be appointed in the approximate proportion of 12 consultants on workers' education to 8 on recreation.

Arrangements for Dealing with Indigenous Labour Questions

51. We have reconsidered the position of the Committee of Experts on Indigenous Labour in the light of our recommendation in paragraph 47 above that Panels of I.L.O. Consultants should be appointed in various fields. Further work in this field is envisaged, and the problems of indigenous peoples cannot be said to have been disposed of; indigenous workers are often not integrated in the civilisation of the countries where they live; the work done for them by the I.L.O. in Latin America has been useful; and it is intended that the scope of the international standards already adopted for their benefit should be extended to cover tribal and semi-tribal populations in various regions. If a panel of I.L.O. consultants were set up in the field of indigenous labour the opportunity could be taken of appointing consultants who were qualified in the problems, for example, of the Near and Middle East—a region not represented on the existing Committee of Experts—and, indeed, of all the regions concerned; these consultants could be convened by the Governing Body to meet as necessary for the further study of problems of indigenous labour in the same way as the Committee of Experts on Indigenous Labour would have been convened, with the advantage that the geographical coverage of the body responsible for considering these questions would have been widened.

52. Accordingly, we recommend that the Governing Body approve the appointment of a Panel of I.L.O. Consultants as defined above in the field of indigenous labour and consequently decide to disband the existing Committee of Experts on Indigenous Labour.

Arrangements for Dealing with Problems of Women's Work

53. In a resolution adopted at its 1957 Session the International Labour Conference asked the Governing Body "shortly to constitute and convene a tripartite committee on women's work to deal with the specific problems of women workers." At its 195th Session (Geneva, October 1957) the Governing Body decided to defer any decision on the question of the establishment of such a committee until the present Committee had reported to it.1

54. The Government members and the Employers' members of the Committee did not favour the establishment of a standing committee on women's work; one Government member was prepared to reconsider the question after an ad hoc meeting on women's work had been held, and the other Government member considered that the principal need in this field was for the collection of information on the position of women in industry and in society, and that this could best be done through the proposed Panel of I.L.O. Consultants on women's work. A Workers' member drew attention to the successful record of the Organisation in dealing with problems of women workers, and said that the proposals that had been made for the establishment of a standing committee were based on the long experience acquired in dealing with women's problems in industry.

55. We agreed, however, to recommend to the Governing Body that, pending a decision by the Governing Body regarding the convening of a tripartite meeting, the needs of the Organisation's work on the problems of women workers should for the time being be met by use of a Panel of I.L.O. Consultants in this field on the lines recommended in paragraph 47 above, that this panel should be composed of some 20 to 30 consultants, including representatives of governments, management and labour, drawn from the various regions, and that proposals should be made from time to time for a meeting of selected members of this panel composed on the same tripartite basis.

"Ad Hoc" Meetings of a Non-Recurring Nature

56. We recognise that the convening of special meetings of this type, including meetings of an expert character, regional technical conferences, and joint committees with other organisations, must be considered in the budget discussions each year on the merits of the case to be made on grounds of need and practicability, in the light of the various competing claims that may be put forward. We suggest that the Governing Body and the Financial and Administrative Committee should bear in mind in this connection criteria and considerations of the following type:

(a) the importance of the subject of the proposed meeting;

(b) whether the work of the proposed meeting could be done instead by experts in the Office and submitted to the Governing Body for action; we recognise that the advantages of economy to be gained from this use of the expert knowledge of the Office staff must be carefully weighed in each case against the advantages of expert advice from outside;

(c) the urgency of the matters to be considered by the proposed meeting, viewed against the financial position of the Organisation;

(d) the practicability of successfully holding the proposed meeting at a particular time from the points of view of participation and the work thrown on the Office staff in preparation.

Committee of Experts on the Application of Conventions and Recommendations

57. The work of this Committee is so closely related to that of the Conference and the Governing Body that we have thought it inappropriate to consider it in any detail. In view of the nature of its work the Committee must clearly meet each year.

1 Excluding ad hoc meetings for particular industries, which are dealt with above under the heading of "Major Committees."

1 This decision was taken by 33 votes to 2, with 2 abstentions. See Minutes of the 137th Session of the Governing Body, Fifth Sitting, pp. 31-32.
Fourth Item on the Agenda: Report of the Committee to Consider the Improvement of the Methods of Working of the International Labour Conference

No document was submitted to the Governing Body on this item on its agenda.
Fifth Item on the Agenda: Action To Be Taken on the Resolutions Adopted by the International Labour Conference at Its 42nd Session

Resolution concerning Publication of Labour Laws

1. In this resolution, which was adopted unanimously, the Conference expresses its belief that a fundamental guarantee of justice is the prompt and effective publication of laws, decrees and regulations affecting workers and that the success of the International Labour Organisation as an agency for promoting understanding of working conditions in the world depends upon its receiving accurate and complete information concerning such laws, decrees and regulations from States Members.

2. The Conference goes on to urge States Members to publish promptly such laws, decrees and regulations and to ensure their being distributed in such a way as to come to the attention of all those concerned. In paragraph 3 of the operative part of the resolution, it urges employers' and workers' organisations to explain to their members the scope of such laws and regulations. Finally, States Members are requested to communicate regularly to the International Labour Office the texts of laws, decrees and regulations relating to terms and conditions of employment as well as any information relating thereto which they deem it useful to add.

3. The Governing Body will no doubt wish the Director-General to communicate the resolution concerning publication of labour laws to the governments of States Members, requesting them to bring paragraph 3 of the operative part of the resolution to the attention of employers' and workers' organisations.

Resolution concerning Human Rights

4. At its 139th Session, at the sitting held at the close of the Conference, the Governing Body took action on this resolution by authorising the Director-General to communicate it to the United Nations.2

Resolution on Industrial Health and Safety Campaigns

5. In this resolution, which was adopted unanimously, the Conference considers that a number of new factors, such as increasing industrialisation in the economically underdeveloped countries, the ever-growing mechanisation of agriculture, the large-scale installation of automation, and the use of atomic energy for industrial purposes, are widely influencing occupational risks, and it recalls the obligation of the International Labour Organisation set forth in the Declaration of Philadelphia to further among the nations of the world programmes which will achieve adequate protection for the life and health of workers in all occupations.

6. In the operative part of the resolution the Conference specifies that the Governing Body, in consultation as appropriate with other international organisations concerned, the possibility of stimulating public interest throughout the world in the prevention of industrial accidents and the protection of the health of the workers through such measures as the promotion of a world accident prevention day, a national industrial safety day, or other suitable means, and of suggesting to governments the periodical organisation of industrial health and safety campaigns.

7. In this connection it may be recalled that since 1949 the World Health Organisation has sponsored an annual World Health Day on 7 April. Each year the Day is focused on a special theme with a view to giving the various countries the possibility of publicising particular health problems, and the World Health Organisation puts certain material at the disposal of governments to facilitate this task. The Governing Body may feel that a useful purpose might be served by the I.L.O. sponsoring a similar effort within its own special field of competence, particularly having regard to the fact that by their very nature occupational health and safety problems are not matters with which the general public has an opportunity of becoming familiar in the normal course of events.

8. The Governing Body may accordingly wish to authorise the Director-General—

(a) to communicate the resolution on industrial health and safety campaigns to governments, requesting them to bring it to the attention of employers' and workers' organisations and to forward to the Director-General their views on the manner in which the resolution could be implemented;

(b) to communicate the resolution to the World Health Organisation.

Resolution concerning Manpower Aspects of Economic Development

9. In this resolution, which was adopted unanimously, the Conference considers that improvements in working conditions and living standards, for which the International Labour Organisation has a responsibility, are in many parts of the world largely dependent upon the ability of countries to increase substantially their rates of economic development, which in turn are dependent in a significant degree upon the development in freedom of the human resources of the countries concerned.

10. The Conference notes that the I.L.O. has demonstrated, through its practical programmes, the contribution it can make in this field and requests it to intensify its action programmes in the development of human resources. In particular, the I.L.O. is requested to make available to States Members information on how to deal with problems in the field of development of manpower resources; and to provide assistance to States Members in determining the types of skills needed to advance particular programmes of economic development, in determining the extent of such needs and the relative priorities of various types of skills, and in developing programmes to meet the manpower requirements of the economic development programmes of States Members.

11. The action called for by the Conference involves the carrying out of manpower surveys and employment information programmes to determine needs and resources, vocational training and related activities, and the development of employment and such other manpower services as are required to meet needs when determined. In this connection a study is at present being prepared by the Office concerning employment objectives in economic development planning. As was indicated in the Director-General's Report to the 42nd Session of the Conference, the I.L.O.'s manpower and related activities aimed at helping in the raising of living standards are at present one of the key areas...
of programme concentration. These activities are being actively pursued as an integral part of both the I.L.O.'s regular programme and its activities under the Expanded Programme of Technical Assistance; their intensification would essentially depend on the allocation of additional resources for this purpose.

12. The Governing Body may recall that a Meeting of Experts on Employment Objectives in Development Planning was among the various meetings which arose for consideration in connection with the draft 1959 budget estimates, but for which the Director-General did not find it possible to propose budgetary provision in 1959. Consideration is being given to the possibility of including provision for such a meeting in future budget proposals.

13. The Conference also calls on the International Labour Organisation to assist governments, worker and other non-governmental organisations in dealing with problems of development of human resources, and to assist governments of States Members in encouraging and supplementing those non-governmental efforts.

14. At the request of governments and of the organisations themselves, the I.L.O. has been active in assisting member countries' organisations in these matters, particularly in the fields of vocational and supervisory training and productivity improvement. It has also been co-operating with non-governmental organisations, particularly in Europe, in vocational training and related programmes of all kinds. In the above cases assistance has taken the form of intensive seminars and conferences, and seminars organised by the organisations as well as by the I.L.O. Here again, the intensification of such activities would largely depend on the receipt of requests for assistance and on the allocation of the necessary resources.

15. Finally, the Conference requests the Governing Body, in considering the allocation of the resources of the Organisation, to give this work a high order of priority, having regard to other calls upon these resources.

16. The Governing Body may wish to take note of this resolution and to request the Director-General to continue to give emphasis to the manpower aspects of the Office's activities in relation to economic development, having regard to the over-all programme of the International Labour Organisation and the resources available.

Resolution concerning Management Development

17. In this resolution, which was adopted by 162 votes to 3, with 26 abstentions, the Conference considers that the success of national and international efforts to promote economic development and to raise productivity depends in particular on the skill and initiative of management, and that efficient management is one of the essential requirements for ensuring that the benefits of vocational training and the efforts of workers are fully reflected and without waste in increased production, higher living of all workers and improved conditions of work, that adequate returns are earned on capital already employed and new capital is attracted in sufficient quantities to undertakings and countries that are short of capital, that opportunities for technological improvements are grasped and advantageously applied, and that satisfactory labour-management relations are established and maintained.

18. The Conference, after noting that the Organisation has a special responsibility for spreading knowledge of sound management techniques, working conditions and labour-management relations, recalls the valuable work initiated by the I.L.O. productivity missions under the Expanded Programme of Technical Assistance, and urges the governments of newly industrialising countries to do all in their power, in collaboration with appropriate organisations and institutions, to promote and spread knowledge of economically and socially sound principles and techniques of management by a number of means, including making the fullest practicable use of facilities for management development that may be available through international action.

19. Finally, the Conference invites the Governing Body and the Director-General of the I.L.O., paying due regard to other calls on the resources of the Organisation, to give high priority both in the research and in the operational activities of the I.L.O., in co-operation, where appropriate, with other international agencies and organisations, to activities that would contribute to meeting the need for management development and training, especially in the industrially less advanced countries.

20. The work of the I.L.O. in the field of productivity improvement has included the provision, through a technical assistance mission, of seminars for top management and of courses of practical training in work study, production planning and control, and other management techniques for lower management levels. Requests for technical assistance in this field continue to increase in number and it is expected that this type of work will expand in range and scope.

21. Provision exists in the 1959 budget for the convening of a Technical Meeting on Problems of Productivity Improvement in Underdeveloped Countries. Proposals relating to the agenda and composition of this meeting are being submitted to the Governing Body at this session under the 17th item on its agenda. It is expected that problems of management development will be among the main subjects discussed at the meeting.

In view of the small size of this meeting it is proposed to confine it to participants from Asia and the Middle East; the possibility of proposing a similar meeting in the future for Latin American participants is under consideration.

22. The Director-General, as he indicated in his reply following the discussion of his Report to the 42nd Session of the Conference, has under consideration the planning of a more comprehensive management development programme. If the institution for higher social studies referred to in his speech came into being, the provision of seminars and courses in management subjects would be among the activities to be considered in relation with the institution.

23. Finally, in the field of office studies, it is planned to produce a practical manual on principles of management in small-scale undertakings as a companion volume to the Introduction to Work Study, which was published in 1957.

24. The Governing Body is invited—

(a) to authorise the Director-General to communicate the resolution concerning management development to governments, requesting them to bring it to the attention of appropriate organisations and institutions;

(b) to request the Director-General to take the resolution into account in considering future I.L.O. activities and to put forward in due course such proposals as he may consider appropriate in this connection.

Resolution concerning Measures to Promote Employment and Action against Unemployment

25. This resolution was referred to the Governing Body for urgent action at the sitting of its 139th Session held at the close of the Conference session. At that time it authorised the Director-General to communicate the resolution to the United Nations, so that it could come to the attention of the Economic and Social Council at its summer meeting in connection with its survey of the world economic situation.

26. On 3 July the Economic and Social Council unanimously adopted a resolution on questions of employment, in which it notes the concern expressed

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1 See Minutes of the 139th Session of the Governing Body, Fourth Sitting, p. 39, and Appendix XVII, p. 79.
during the 42nd Session of the International Labour Conference regarding the employment situation, refers to the extent and variety of instruments of economic policies available to governments for countering fluctuations in employment and promoting the optimum utilisation in freedom of human resources, and recognises that national economic programmes can have adverse effects upon employment and income in other countries and that the development of national economic policies for dealing with unemployment can be facilitated by international exchange of views and experience. In the operative part of its resolution the Economic and Social Council concurs in the recommendations to member States and employers' and workers' organisations contained in the Conference resolution, and invites member States to take full advantage of existing opportunities for discussing the current economic situation both on a regional and on a world-wide basis.

27. In addition to the action already taken in paragraph 5 of the resolution concerning measures to promote employment and action against unemployment the Conference requests the Governing Body to ask the Director-General (a) to undertake and arrange for studies of measures to promote and maintain employment, as may be approved from time to time by the Governing Body; and (b) to communicate the resolution to the specialised agencies concerned, as well as to the governments of member States and through them also to employers' and workers' organisations.

28. Studies along the lines requested will continue to be carried out by the Office. As the Governing Body will be aware, a revised version of the report The World Employment Situation is being submitted to the Manpower and Employment Committee in connection with the present session in accordance with the Governing Body's decision at its 139th Session. The Governing Body will no doubt wish to await the outcome of that discussion before considering what further specific action should be contemplated in this field.

29. To complete the action requested in paragraph 5 (b) of the resolution the Governing Body is asked to authorise the Director-General to communicate the resolution concerning measures to promote employment and action against unemployment (a) to the governments of States Members, requesting them to bring it to the attention of employers' and workers' organisations; and (b) to the specialised agencies concerned.

Resolution concerning Underemployment in Agriculture and the Influence of Agrarian Reform on the Improvement of the Social Conditions of Agricultural Workers

30. In this resolution, which was adopted by 153 votes to 11, with 30 abstentions, the Conference notes with satisfaction the increased attention which the International Labour Office is paying to questions affecting the structure of agriculture are among the most urgent of such questions.

31. Continuing attention is given as a regular part of the Office's work to the social problems affecting agriculture. Discussion of these problems by the Conference, which would provide a stimulus for future orientation with a view to securing balanced development of I.L.O. activities in this field. As the operative part of the resolution relates essentially to the development of I.L.O. activities in this field. As the operative part of the resolution relates essentially to the Office's work to the social problems affecting the structure of agriculture are among the most urgent of such questions.

Resolution concerning the Expansion of International Trade

32. In this resolution, which was adopted by 124 votes to 34, with 48 abstentions, the Conference refers to the resolution (No. 1156 (XII)) on expansion of international trade adopted by the General Assembly of the United Nations on 26 November 1957, and considers that an expansion of international trade would make for higher standards of living and improve labour conditions, thus helping in achieving the objectives of the I.L.O. The Conference notes that the Agreement on the Organisation for Trade Co-operation, which had been opened for acceptance, provides for the more effective administration of the General Agreement on Tariffs and Trade and considers that by carrying out its functions the Organisation for Trade Co-operation would greatly strengthen the efforts that have been made and are being made to bring about an increase in international trade that would be of benefit to all countries.

33. In the operative part of the resolution the Conference urges the governments of member States to continue their efforts to reduce existing barriers to international trade in a mutually satisfactory manner, taking all feasible measures to avoid the unemployment which could result therefrom in certain cases and paying due attention to the development needs of underdeveloped countries and, finally, to take all necessary action with a view to the establishment of the Organisation for Trade Co-operation at as early a date as possible.

Resolution concerning Labour-Management Relations

34. In this resolution, which was adopted by 162 votes to 33, with 1 abstention, the Conference notes with satisfaction the importance attached to the I.L.O.'s labour-management activities throughout the world, points to the great diversity among countries in laws, regulations and practices in this field, and expresses the belief that bargaining and negotiations between employers and workers increasingly require the exchange of facts and the carefully selected experience of others. The Conference then emphasises the critical need throughout the world for the development of sound relationships between management and labour, and the importance of I.L.O. technical assistance and educational activities to meet this need, particularly in countries in the process of industrialisation.

35. In the operative part of the resolution, in its first two paragraphs, the Conference recommends that the International Labour Organisation should intensify its programme of research in and reporting on labour-management relations and practices in the various countries of the world, and become a centre for the exchange of information in the labour-management field so that employers and workers from developing and more developed nations may have available to them useful information on the experiences of one another.

Resolution concerning the Expansion of International Trade

36. In the third and fourth paragraphs the Conference recommends that the International Labour Organisation should expand its technical assistance and educational programmes to aid both management and labour in developing a proper and useful understanding of their relationship to one another and explore with interested countries their particular problems and needs; and that the I.L.O. should also encourage and foster the establishment—81—

1 See above, Appendix II, pp. 71-72.
ment of national, regional and international institutes and centres for systematic training and study in labour-management relations.

38. As the Conference notes in the introduction to the resolution, great importance is attached to the I.L.O.'s labour-management activities. Existing and projected action in this field includes the following:

39. Collaboration between public authorities and employers' and workers' organisations at the industrial and national levels will be considered at the 43rd Session of the Conference and is likely to be carried forward to the 1960 Session. There is provision in the 1959 budget for a Bipartite Technical Meeting on Labour-Management Relations inside Undertakings. Proposed provision in the 1959 budget estimates for an American Regional Study Conference on Labour-Management Relations, to bring about an exchange of views between, and provide guidance for, persons directly engaged in labour-management relations in everyday life. On the recommendation of the Financial and Administrative Committee provision for this meeting was deferred until 1960. The Tripartite Technical Meeting on the Timber Industry at the end of 1958 will discuss labour-management relations in that industry, and in 1959 the Coal Mines Committee will consider labour-management relations in the coal-mining industry, with emphasis on the human aspects of relations within the enterprise. A report on practices, procedures and techniques of effective employer/employee communication will be prepared for the next session of the Petroleum Committee.

40. A series of monographs on labour-management relations, inaugurated in 1957, will continue to be expanded. Studies to be issued shortly include a historical case study of labour-management relations in a local textile industry in India; information on research organisations active in the field together with summaries of their activities; comparative analyses of national dismissal procedures; and a compilation of industrial standards and principles concerning labour-management relations for the period 1944-58. A study is at present being made of the system of workers' management of dismissal procedures; and a compilation of industrial organisations active in the field together with summaries of their activities. Studies to be issued shortly include a study of Union-management relations in the building industry.

41. Work is currently progressing on the collection of the most important collective bargaining agreements and awards of industrial tribunals, which are being filed and catalogued in order to enable the I.L.O. to supply the text on request.

42. A bipartite study tour for management and trade union leaders from six Asian countries is being held from September to November 1958. After briefing in the Office the participants will visit, with I.L.O. officials, undertakings in the United Kingdom and the Federal Republic of Germany to observe systems of labour-management relations which have developed through long experience. An arrangement has also been made for an organisation for European Economic Co-operation to carry out a project for the European Productivity Agency concerning human relations in the building industry.

43. The expansion of these and similar activities as recommended by the Conference is essentially dependent on more requests for advice and assistance being received by the Office and on the necessary resources being made available.

44. Accordingly, the Governing Body may wish—

(a) to take note of the resolution concerning labour-management relations;

(b) to authorise the Director-General to communicate the resolution to governments, requesting them to bring it to the notice of employers' and workers' organisations, and drawing their particular attention to paragraphs 3 and 4 in connection with technical assistance programme planning.

Resolution concerning Increased Technical Assistance for the Integration of Indigenous Populations into the Economic, Social and Cultural Life of Their Countries

45. In this resolution, which was adopted unanimously, the Conference refers to the importance of the Indigenous and Tribal Populations Convention, 1957, and notes that certain governments have developed and put into effect a policy on a national scale for the integration of indigenous populations in the national community and are giving special priority to this policy in their general economic development plans, and have decided to take the necessary steps gradually to implement the Indigenous and Tribal Populations Recommendation, 1957.

46. The Conference considers that the fuller development of a policy of this kind calls for an extension of the technical assistance at present being received by Peru, Ecuador and Bolivia. It recommends to the governments of member States that they consider the desirability of obtaining additional technical assistance in this field from the International Labour Organisation in conjunction as appropriate with the United Nations and with other specialised agencies concerned, and that the governments concerned consider formulating requests for such additional assistance on the basis of national plans for the full integration of indigenous populations in the economic, social and cultural life of their countries.

47. The Governing Body is invited to authorise the Director-General to communicate the resolution concerning increased technical assistance for the integration of indigenous populations—

(a) to the governments of States Members;

(b) to the United Nations, asking the Secretary-General to bring it to the attention of the various organs administering funds for technical assistance and economic aid to underdeveloped countries;

(c) to the Food and Agriculture Organisation, the United Nations Educational, Scientific and Cultural Organisation, the International Bank for Reconstruction and Development, the International Monetary Fund and the World Health Organisation.

Resolution concerning the Setting Up of a Special Committee on Conditions of Fishermen

48. In this resolution, which was adopted by 178 votes to 0, with 2 abstentions, the Conference recalls that the I.L.O. Committee of Experts on Conditions of Work in the Fishing Industry adopted in 1954 a resolution which requested the I.L.O. to study a number of aspects of fishermen's conditions of work and welfare, in addition to those under consideration by the Conference at its 42nd Session.

49. The Conference then requests the Governing Body to consider the possibility of setting up a special committee with a view to continuing or initiating studies by the International Labour Organisation in those areas where necessary with other appropriate international agencies, on the following questions affecting employment conditions on fishing vessels:

(a) safety;

(b) certificates of competency;

(c) holidays with pay;

(d) accident, unemployment and sickness insurance;

(e) accommodation on board;

(f) medical care on board;

(g) vocational training.

50. A resolution adopted by the 41st (Maritime) Session of the Conference suggested that the 42nd Session should consider whether machinery for dealing internationally with the social question of the fishing industry should be set up under the auspices of the I.L.O., after taking into account the difficulties and delay in dealing with fishermen's questions through existing machinery. On the decision of the Governing Body1 this resolution was

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1 See Minutes of the 239th Session of the Governing Body, Third Sitting, p. 32, and Appendix XXII, p. 84.
accordingly communicated to the general session of the Conference and referred to the Committee on Fishermen, to which the original draft of the present resolution was also referred. The original draft would have requested the Governing Body to consider the possibility of setting up a standing tripartite subcommittee of the Joint Maritime Commission to deal with fishermen’s questions; the present wording was adopted by the Conference Committee after the Employers’ members had opposed this particular proposal on the grounds that the Joint Maritime Commission did not represent the fishing-boat owners.

51. The three drafts for Conventions concerning fishermen adopted by the Conference at its 42nd Session will come up for second discussion at the Conference in 1959, so that during the coming year the Organisation and the Office will be devoting continuing attention to fishermen’s questions. It must also be borne in mind that at its present session the Governing Body has on its agenda the report of the Committee to Review the Programme of I.L.O. Conferences and Meetings, as a result of which it may adopt certain guiding principles which would have a bearing on any action that it might wish to consider in response to the Conference’s request in this resolution.

52. In view of the fact that the Committee to Review the Programme of I.L.O. Conferences and Meetings has not yet finally submitted its report, the resolution concerning the setting up of a special committee on conditions of fishermen is accordingly being brought to its attention in the first instance.

Resolution concerning the Standards of Living and Conditions of Employment of Plantation Workers

53. In this resolution, which was adopted by 152 votes to 0, with 2 abstentions, the Conference considers that while the standards of living and conditions of employment of plantation workers may in some cases be in advance of those of the local agricultural population, they are in many instances lower than those prevailing in other occupations.

54. In view of the desirability of raising the standards and conditions of workers, particularly where they are lower than those considered normal in most occupations, and recognising the influence of economic conditions on the possibilities of doing so, the Conference, after noting with satisfaction the measures already taken by the I.L.O. in this field by means of international action, invites the Governing Body to consider the possibility of, in co-operation with other appropriate international organisations, a world-wide survey of the standards of living and the conditions of employment of plantation workers, having regard to all relevant economic factors, the survey to cover such plantation crops as may be selected in the light of their importance in international trade to the national economy of the nations concerned and of the number of workers employed.

55. The Director-General is considering the various ways and means by which such a survey might be undertaken and its implications in terms of Office manpower and resources, together with the possibilities of its being submitted in the first instance to a future session of the Plantations Committee. He will report further on the subject to the Governing Body in due course.

Resolution concerning Occupational Diseases

56. In this resolution, which was adopted by 175 votes to 3, with 12 abstentions, the Conference, after recognising the importance of the protection of workers against industrial accidents and occupational diseases and emphasising the value of the activities of the I.L.O. in this field, in particular the action taken to place the question of the protection of workers against radiations on the agenda of the 43rd Session of the Conference, points out that the recent developments in production processes and methods and the extraordinary multiplicity of new materials are daily raising new problems in protecting the health of workers.

57. In the operative part of the resolution the Conference invites the Governing Body to give a high priority, having due regard to other calls upon the resources of the Organisation, to the study of these problems by the I.L.O., and to consider the desirability of placing them on the agenda of an early session of the International Labour Conference.

58. As the Governing Body will be aware, the Office is regularly engaged in the study of occupational health and safety problems and devotes a special quarterly publication, Occupational Safety and Health, to the results of such studies. In addition, the Office has recently published or is preparing various studies dealing with safety and health in dock work, safety and health in forestry operations, the prevention of accidents due to fires and electricity in underground work in coal mines, and protection against radiations in their main industrial applications.

59. Items relating to industrial accidents and occupational diseases are also included from time to time in the agenda of the various Industrial Committees and analogous meetings. For instance, in 1957, the Tripartite Technical Meeting on Mines Other than Coal Mines discussed accident prevention in mines other than coal mines, and the Sixth Session of the Iron and Steel Committee discussed the promotion of safety in the iron and steel industry. Similarly, in 1958 the Fifth Session of the Chemical Industries Committee discussed the protection of workers against occupational diseases and poisoning; the Sixth Session of the Textiles Committee gave extensive consideration to health and safety matters under the item on its agenda relating to working conditions; and the Tripartite Technical Meeting in the Fifth Session of the Joint Maritime Commission was discussing accident prevention in the timber industry.

60. At the end of 1957 a Meeting of Experts on Radiation Protection revised the provisions relating to ionising radiations included in the Modal Code of Safety Regulations in Industrial Establishments for the Guidance of Governments and Industry, and examined three manuals of radiation protection prepared by the Office. A Meeting of Experts on the International Classification of Radiographs of Pneumoconioses is due to be held shortly before the 140th Session of the Governing Body, and there is provision in the 1959 budget for an Ad Hoc Committee on Statistics of Industrial Injuries.

61. In 1958 the Conference adopted proposed conclusions directed towards a Recommendation on the organisation of occupational health services in places of employment, and decided to place the subject on the agenda of its 1959 Session for final decision. In addition, as the Conference recalls in the resolution itself, the Governing Body has decided to place the question of the protection of workers against radiations on the agenda of the 43rd Session of the Conference in 1959, and it is likely that it will be carried forward for second discussion in 1960.

62. While the activities mentioned above are far from exhausting all the questions deserving of the I.L.O.’s attention at the present time, the Office’s resources are not such as to enable it to undertake new activities in this field for the moment. As far as the agenda of future sessions of the Conference is concerned, the Governing Body may consider it desirable to await the outcome of discussions at the forthcoming session of the Conference before considering what further action of this nature may be called for.

63. The Governing Body is accordingly invited to note that the Director-General will submit to it from time to time, as circumstances allow, appropriate further proposals for the implementation of the resolution concerning occupational diseases.
Resolution concerning the Placing on the Agenda of an Early Session of the Conference on the Question of the Reduction of Hours of Work

64. As in this resolution the Conference invites the Governing Body to place the question of the reduction of hours of work on the agenda of an early session of the Conference not later than 1960, it is dealt with in the document relating to the second item on the Governing Body’s agenda: Date, place and agenda of the 44th (1960) Session of the International Labour Conference.

Resolutions Referred to the Governing Body

65. The two following resolutions, which were submitted to the 42nd Session of the Conference, were not adopted, but were, on the recommendation of the Resolutions Committee, referred to the Governing Body for examination.

Resolution concerning Convening in 1959 the First Tripartite African Regional Conference, Submitted by Mr. ben Seddik, Workers’ Delegate, Morocco.

66. This resolution is referred to in the paper being submitted to the Governing Body under the sixth item on its agenda: Methods of associating the North African countries more closely with the activities of the I.L.O.

Resolution concerning the Social Problems Arising Out of Economic Development, Submitted by Mr. Potrc, Government Delegate, Yugoslavia.

67. The text of this resolution is communicated to the Governing Body.¹

68. The relevant passages of the Fourth Report of the Resolutions Committee, which was unanimously adopted by the Conference, are communicated to the Governing Body.²

69. The Governing Body is invited to examine the resolution referred to in paragraph 67 above.

Other Resolutions

70. None of the remaining resolutions adopted by the Conference calls for action by the Governing Body.

² These passages are not reproduced here. See ibid., p. 609, paragraphs 3, 4 and 5.
Sixth Item on the Agenda: Methods for Associating North African Countries More Closely with the Work of the I.L.O.

1. At its 138th Session, in March 1958, the Governing Body established for the area of Africa south of the Sahara an African Advisory Committee 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. At the same session the Governing Body approved budget estimates for an African Field Office to be established in 1959; these estimates form part of the budget adopted at the 42nd Session of the Conference in June 1958.

2. The Governing Body's invitation to participate in the African Advisory Committee has now been accepted by the Governments of Belgium, France, Italy in respect of Somalia, Ghana, the Federation of Nigeria, Portugal, the Federation of Rhodesia and Nyasaland, the Sudan and the United Kingdom. A proposal has also been received from France for the Autonomous Republic of Togoland and the Cameroons should be invited to participate in the Committee. The Director-General is still awaiting the reply of Ethiopia and Liberia to the Governing Body's invitation. The Employers' and Workers' groups of the Governing Body will be called upon to nominate the Employers' and Workers' members of the Committee as soon as the number of governments having accepted membership is known. Meanwhile an invitation from the Portuguese Government to hold the first meeting of the Committee at Luanda (Angola) in 1959 has been accepted by the Governing Body.

3. Arrangements for the opening of the African Field Office at Lagos (Nigeria) in January 1959 are now being completed.

4. Simultaneously with these decisions, 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 in the activities of the I.L.O., taking into account the views expressed during the discussion. These included the various possibilities mentioned by Sir Alfred Roberts, on behalf of the African Advisory Committee, envisaging the convocation in 1959 of a first tripartite meeting of the various possibilities but would report to the Governing Body as soon as practicable. After the rejection of amendments and subamendments these recommendations were approved by the Conference by 171 votes to 1, with 19 abstentions.

6. The minutes of the discussion of the matter in the Governing Body and the Resolutions Committee of the Conference, the report of the Resolutions Committee to the Conference and the record of the discussion in plenary sitting at the Conference are appended to this document.

7. The Director-General has now reviewed carefully all the various questions which have been raised in the course of the discussions which have taken place and, in the light of these discussions, submits the following proposals for consideration by the Governing Body.

8. While the report of the Resolutions Committee of the Conference deals essentially with the questions of an African Regional Conference, the successful development of the activities of the I.L.O. in Africa involves a number of different forms of action which it is important to develop in such a manner that they are complementary to each other. The collation of information and research, adequate provision for technical assistance, and the organisation of appropriate meetings of a representative character must all have a place in a satisfactory over-all programme. It therefore seems desirable, and indeed necessary, to deal with all these elements in the problem on the basis of a well-conceived and orderly general programme rather than to isolate any one of these elements from the programme as a whole.

9. Approaching the problem from this angle, the first step necessary to ensure the success of the programme as a whole is the preparation of a comprehensive survey of labour problems in North Africa complementary to the existing African Labour Survey which covers the countries and territories of the Sahara. The African Labour Survey, copies of which will be available in English and French to members of the Governing Body at its 140th Session, covers some 35 different countries and territories; it was prepared in less than two years. While the information concerning North Africa is at present available to the International Labour Office may be somewhat less complete than was the information concerning tropical Africa when the work on the African Labour Survey was initiated, it is reasonable to hope that a similar North Africa Labour Survey, covering only some seven countries and territories, could be completed in about a year. In view of the urgency which was clearly attached to the matter by delegates at the 42nd Session of the Conference, the Director-General has already put in hand the preliminary work necessary for the preparation of such a survey and requests have already been addressed to the governments concerned to complete the basic documentation available to the

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2 See below, Annex, pp. 86-88.
10. The International Labour Office has already furnished substantial technical assistance to North Africa. There appears, however, to be considerable scope for further development in such assistance. In particular, it would seem desirable to provide further assistance of an educational character, notably by the provision of fellowships for study by management representatives, labour representatives and government officials. The Director-General therefore proposes to include provision for further assistance of this character in his 1960 budget estimates which will be placed before the Governing Body in March 1959.

11. In connection with the final revision of the text of the proposed North Africa Labour Survey, it would be useful to have the advice of a small meeting of experts, chosen from among government, employer and worker circles with special knowledge of and responsibility for North African affairs, who would be in a position to advise the Governing Body on the type of assistance that it received from the Committee of Experts on Social Policy in Non-Metropolitan Territories prior to taking the decisions reached in March 1958. The Director-General would therefore propose to include in his budget estimates for 1960 provision for a small but representative meeting of this type. It is envisaged that this meeting might be held during the first two months of 1960.

12. If these various suggestions were to be adopted they should make it possible to fulfil the hope expressed by a number of delegates at the 42nd Session of the Conference, and notably by the Government delegates of Ghana and the Sudan, that an African regional conference, when convened, will meet under the best possible conditions on the basis of adequate preparatory work.

13. The proposed arrangements would make it practicable to convene such a conference in 1960 on the basis of the thorough preliminary preparation necessary to ensure its success. Such preparation would necessarily take some time and is of great importance for the purpose of ensuring that the conference is fully successful.

14. If such a timetable is tentatively envisaged it would seem appropriate that both the meeting of the existing African Advisory Committee to be held in 1959 and the meeting of experts for North Africa contemplated for early 1960 should have an opportunity to express their views concerning the general arrangements for the proposed African Regional Conference, including its composition and agenda, before the Governing Body reaches any final decision in the matter. It would also be open to the African Advisory Committee as at present constituted and to the proposed meeting of experts for North Africa to submit to the Governing Body any views which they may wish to put forward concerning the various possibilities mentioned by Sir Alfred Roberts on behalf of the Workers' group on the occasion of the establishment of the African Advisory Committee. It would then be possible for the Governing Body to base its decisions on the views and wishes expressed by those directly concerned.

1 Corrigendum issued between the time of circulation of the document and its consideration by the Governing Body: "The preliminary work necessary for the preparation of the Survey has been put in hand and is being actively pursued, but the Director-General has postponed approaching the governments concerned until it is clear from this preliminary work and from the discussions and decisions of the Governing Body on what supplementary information would be necessary to complete the North African Labour Survey."
Mr. ZAUI could not agree to Mr. Hauck's suggestion. A large part of the Committee was ready to support the resolution. He believed it was the duty of the more industrialised countries to assist the African countries and territories to achieve the objectives of the I.L.O. by adopting the proposed text.

Mr. Mohamed SEDDIK could not agree to Mr. Hauck's request. The various papers which the Governing Body had under consideration for associating the African countries more closely in the activities of the I.L.O. were such as to result in racial discrimination and were therefore unacceptable.

Mr. MÉRIGO had the fullest sympathy for the proposed resolution but wondered whether it would be technically possible to convene a tripartite African Regional Conference in 1959 in view of the budgetary implications. He suggested that the last paragraph should be amended by deleting the date and that it should be left to the Governing Body to decide when the Conference should take place, bearing in mind both the desire of the I.L.O. to intensify its activities in Africa without delay, and the urgent wishes of the author of the resolution.

Mr. MAJID fully agreed with the views expressed by the Government member of Mexico. He drew attention to article 18 of the Standing Orders of the Conference which laid down the procedure for proposals involving expenditure.

Mr. LOZANO warmly supported the resolution and believed that the reference to the date should be maintained.

Mr. MEZINCESCO would support the resolution. He could not agree to Mr. Hauck's suggestion and could not see that the adoption of the resolution would interfere with the work of the Governing Body.

Mr. Mohamed SEDDIK was not convinced by the arguments about the budgetary implications of the date of the Conference.

Mr. SLIPCHENKO said that in no other case had there been suggestions for separate conferences or committees for parts and peoples of the same continent, as appeared to be now being considered in the Governing Body in the case of Africa, and he did not think that the Resolutions Committee should lend its support to such an idea. He believed that it would be possible to make financial provision for the convening in 1959 of the Conference proposed in the resolution.

Mrs. RUSINOWA agreed with the views expressed by Mr. Slipchenko.

Mr. HALL THEMIDO said that it was a question not so much of principle as of approach. There was general support for the view that the I.L.O. should extend its work in Africa, but he agreed with Mr. Hauck that the present resolution did not provide a good approach. A better approach would be to refer the whole question to the Governing Body and to give it full discretion in the matter.

Mr. JODOIN said that the Workers' members favoured in principle the holding of an African Regional Conference.

Mr. CONROY said that, while there was general support in the Committee for the principle contained in the resolution, practical considerations had also to be examined. They were so sound, the success of the Conference might be endangered. In the first place, there were many complexities attached to consideration of the question. Secondly it was important that the organisation of a first meeting should be sound. Finally, it was necessary to examine the financial aspect of providing for such a meeting. On all three counts, the resolution was too rigid in proposing that a conference be held in 1959, and should be amended on this point so as to give more leeway to the Governing Body.

Mr. WAINEHOUSE said that, although the United States Government agreed to the principle of holding a Conference in Africa, it nevertheless felt that the Governing Body should be given an opportunity for fuller consideration and therefore opposed the resolution.

Mr. SOLOVYOV said that there was general agreement as to the usefulness of holding an African Regional Conference which could make an important contribution towards the solution of the social problems which must be properly and fully considered before a Conference was called. Moreover, like a number of such resolutions in recent years, it could be interpreted as an attempt to prejudice the Governing Body's consideration of the probable amount of authority through pressure from the Conference. It looked in fact like an attempt to disrupt the harmonious relations between the Conference and the Governing Body which had always been one of the greatest assets of the I.L.O. He wondered whether it might not be a manœuvre on the part of other countries which felt that they were not adequately represented on the Governing Body to appeal to the Conference over its head, and indeed whether the present resolution had really been drafted in Morocco.

Mr. Mohamed SEDDIK, on a point of order, objected to Sir Guildhaume's suggestion that the resolution did not originate in Morocco. It had, in fact, been drafted by the I.L.O. and the United States Government agreed to it. He felt that all those who desired to make a positive contribution to the solution of social problems in Africa would agree that preparations for such a Conference should
be undertaken with due care and without fuss or emotion. He therefore urged the Committee to endorse Mr. Hauck's proposal that the resolution be referred by the Conference to the Governing Body accompanied by a full report of the discussion in the Committee, as well as any further discussion that might take place in the plenary sitting.

Mr. Mohamed Seddik emphasised that the object of the resolution was to extend to Africa the same benefits as were enjoyed by other continents in respect of regional conferences.

Mr. Buraui said that there could be no two opinions as to the need for holding an African Regional Conference, and the Chairman of the Workers' group had indicated that they supported the resolution unreservedly. Budgetary and practical considerations should not stand in the way of holding such a conference. As to the actual date, the conference might be postponed to the end of 1959 if preparations could not be completed earlier.

Mr. Stoyanov also expressed support for the resolution.

Sir Alfred Roberts said that he had been among those members of the Governing Body who had taken a leading part in urging the extension of I.L.O. activities in Africa. Nevertheless, it was necessary to balance the claims of Africa against those of other regions, particularly the Middle East where no regional conference had been held since 1947. If the resolution were adopted in its present form, the carefully prepared programme of the present conference would be seriously upset. The Director-General indicated that the Governing Body should only permit the holding of three Industrial Committees and one regional conference each year, and priorities had accordingly to be established by the Governing Body. Instead of pressing for a conference, which at most could only take place at five-year intervals, it might be better to extend the coverage of the tripartite African Advisory Committee to other parts of Africa north of the Sahara, and to provide for more frequent meetings at annual or six-monthly intervals. The majority of the Workers' members were in agreement with the principle of holding an African Regional Conference, but felt that the date and other matters connected therewith should be left to the Governing Body to decide.

Mr. Jodoin explained that, although the Workers' members were all agreed on the principle contained in this resolution, the best means of reaching that objective had still to be ascertained.

Mr. Morozov said that it was clear from the discussion that it was not only the Eastern European countries but the majority of members of the Committee who favoured the present resolution. He was sorry to note that France, Portugal and the United Kingdom were the only countries which had expressed reluctance to proceed in a positive spirit. The allegations that the resolution had been drafted in Moscow were beneath contempt, and had been clearly refuted by the Workers' members of Morocco and Tunisia.

The Chairman observed that the three countries singled out for mention by Mr. Morozov were by no means opposed to the holding of an African Regional Conference, but only questioned the method of approach suggested in the resolution.

Mr. Zaui said that there was no opposition to the principle of holding a conference, although there were differences as regards approach. It should be possible to compromise on the date at which the conference should be held, and although financial objections had been mentioned these were too vague to be taken into consideration. He therefore urged that a vote be taken immediately.

Mr. Mohamed Seddik also observed that the financial objections against holding an African Regional Conference had not been clearly stated. As to the objections concerning the possible disruption to the programme of meetings, he would be prepared to amend the resolution so that the date could read "either 1959 or 1960".

Mr. Conroy said that further clarification was necessary and that support of principles in the resolution was not tantamount to support of the resolution itself. The financial aspect could not be ignored but, even supposing that money were available, there were other factors to be taken into account for ensuring the success of the conference, such as proper organisation and preparation. Undue haste in this matter would be likely to prejudice the success of such a conference.

Sir Guildhaume Myrdandin-Evans pointed out that it was proof of the sincerity of those who did not agree with some of the details of the present resolution that no attempt had been made to invoke article 18 of the Standing Orders of the Conference concerning proposals involving expenditure being referred to the Governing Body. If Mr. Hauck would agree he would like to formalise the latter's suggestion by proposing that the Committee should recommend to the Conference that the latter should (1) express agreement with the principle of holding an African Regional Conference; (2) send this resolution to the Governing Body for consideration; and (3) submit to the Governing Body a full record of the discussions on the subject in the Resolutions Committee as well as in the plenary sitting, if any.

Mr. El Ghatrify said that as long as there was agreement in principle the Governing Body should be urged to arrange for holding the Conference as soon as possible.

Mr. Majjo suggested that before a vote was taken on Sir Guildhaume Myrdandin-Evans's amendment the author of the resolution should be asked for his agreement.

Mr. Mohamed Seddik pointed out that he had previously modified the resolution by changing the date to 1959 or 1960, and a vote should be taken on that first.

Mr. Mergio recalled that he previously suggested an amendment to the effect that the conference be held as soon as possible instead of indicating a precise date.

(The sitting was suspended from 4.30 p.m. to 4.50 p.m.)

The Chairman recalled that he had earlier refused Mr. Said Salama the right to speak since the titular member, Mr. el Ghatrify, was also present at the sitting. He had since received a communication reading as follows, which, in accordance with the wishes expressed by Mr. Said Salama and Mr. el Ghatrify, would be recorded in these minutes:

Mr. Chairman,

I would like to state that when I asked for the floor I was authorised by Mr. el Ghatrify to speak. Being an enlisted member of the Committee, I am entitled to speak if the titular member so desires. This has been the procedure in all committees on which I was present as a substitute. In conclusion, I would like these observations to be read and recorded.

(Signed) Said Salama.

In reply to a suggestion by Mr. El Ghatrify that the amendments proposed by Mr. Mergio and Mr. Mohamed Seddik be taken up first for consideration, the Chairman ruled that, as Sir Guildhaume Myrdandin-Evans's amendment constituted a more radical departure from the original text than the others, it would be voted on first.

The Committee adopted, by 156 votes to 45, with 5 abstentions, Sir Guildhaume Myrdandin-Evans's amendment.

Mr. Jodoin explained that, in taking this decision, it was generally agreed that the Conference should be asked to endorse the viewpoint that arrangements for holding the African Regional Conference should be made as soon as practicable.

Mr. Majjo explained that he had voted in favour of Sir Guildhaume Myrdandin-Evans's proposal because it would achieve the same objective as the original resolution.
APPENDIX VII

Seventh Item on the Agenda: Factual Survey concerning Freedom of Association—
Progress Report

No document was submitted to the Governing Body on this item on its agenda. See above, Minutes of the Fourth Sitting, p. 38.

APPENDIX VIII

Eighth Item on the Agenda: Report of the "Ad Hoc" Meeting on Conditions of Work and Employment of Nurses

At its fifth sitting (see above, p. 39) the Governing Body decided to defer consideration of this item to its next session. The report of the Ad Hoc Meeting on Conditions of Work and Employment of Nurses, held in Geneva from 6 to 11 October 1958, will be published in the appendices to the Minutes of the 141st Session of the Governing Body.

APPENDIX IX

Ninth Item on the Agenda: Reports of the Committee on Freedom of Association

The 29th, 30th, 31st and 32nd Reports of the Committee on Freedom of Association, which were adopted by the Governing Body at its sixth sitting (see above, pp. 48-50), are not reproduced here. The text will be published forthwith in the Official Bulletin of the International Labour Office.

The Supplementary Note circulated in connection with this item on the agenda, containing a communication from the Government of Hungary concerning the 27th Report of the Committee on Freedom of Association, is not reproduced here. The text is printed in I.L.O.: Trade Union Rights in Hungary (Geneva, 1959), pp. 36-40.
APPENDIX X

Tenth Item on the Agenda: Communication from the Representative of the U.S.S.R. Government concerning the 23rd and 27th Reports of the Committee on Freedom of Association

1. At its 138th Session (Geneva, March 1958) the Governing Body postponed to its next session consideration of a communication which had been transmitted to the Director-General by the representative of the U.S.S.R. Government on the Governing Body with reference to Case No. 111 (U.S.S.R.), examined by the Committee on Freedom of Association in its 23rd and 27th Reports, which were approved by the Governing Body at its 133rd Session (Geneva, November 1956) and 137th Session (Geneva, October-November 1957) respectively.1

2. At its 139th Session the Governing Body again had this communication before it, and discussed the matter at some length. As a result of the discussion the Governing Body decided by 36 votes to 0, with 2 abstentions, to postpone until its 140th Session the further consideration of the communication from the representative of the U.S.S.R. Government.

3. The communication from the U.S.S.R. Government representative is accordingly recirculated to the members of the Governing Body herewith1, together with the minutes of the discussion at the 139th Session.2

1 See Minutes of the 138th Session of the Governing Body, Sixth Sitting, p. 41.

2 These minutes are not reproduced here. For the text, see Minutes of the 139th Session of the Governing Body, Second and Third Sittings, pp. 25-28 and 29-30 respectively.

APPENDIX XI

Eleventh Item on the Agenda: Report of the Financial and Administrative Committee

The paper relating to this item, being of a confidential nature, is printed separately in accordance with the usual practice.
APPENDIX XII

Twelfth Item on the Agenda: Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

I. The Committee on Standing Orders and the Application of Conventions and Recommendations met on Thursday, 13 November 1958, under the chairmanship of Mr. Wallin.

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Forms of Annual Reports on the Application of Ratified Conventions

2. In accordance with the usual practice the Committee examined three draft forms to be used as a basis for the annual reports which governments are required to submit to the International Labour Office, under article 22 of the Constitution, concerning the application of Conventions which they have ratified.

3. Subject to one purely formal amendment, the Committee approved these drafts and recommends the Governing Body to approve the forms for annual reports on the following Conventions:

- Abolition of Penal Sanctions (Indigenous Workers) Convention, 1955 (No. 104);
- Abolition of Forced Labour Convention, 1957 (No. 105);
- Weekly Rest (Commerce and Offices) Convention, 1957 (No. 106).

The text of these draft forms is appended to this report.1

Periodical Reports on the Working of Conventions

4. The Committee had before it eight notes concerning the draft periodical reports on the working of the following Conventions:

- Hours of Work (Industry) Convention, 1919 (No. 1);
- Weekly Rest (Industry) Convention, 1921 (No. 14);
- Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19);
- Night Work (Bakeries) Convention, 1925 (No. 20);
- Inspection of Emigrants Convention, 1926 (No. 21);
- Survivors' Insurance (Agriculture) Convention, 1933 (No. 40);
- Unemployment Provision Convention, 1934 (No. 44);
- Sickness Insurance (Sea) Convention, 1936 (No. 56).

The text of these draft forms is not reproduced here.

5. The Committee approved the draft reports on the first five of the above-listed Conventions, subject to certain changes, and recommends the Governing Body to take the view, in accordance with article 22 of its Standing Orders, that it is not desirable at this stage to place on the agenda of the Conference the revision in whole or in part of the above-mentioned five Conventions. In that case the Director-General would be required to communicate to the Conference the reports on the working of these Conventions as amended.

6. As regards the Hours of Work (Industry) Convention, 1919 (No. 1), this decision would be taken without prejudice to any decision that might be taken on the resolution concerning the reduction of hours of work adopted by the Conference in 1958 or action arising therefrom. As regards the Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19), this decision would be taken without prejudice to any decision that the Governing Body might take with respect to the placing on the agenda of the 1960 Session of the Conference of the question of equality of treatment in connection with social security.

7. As regards the other Conventions listed above, the Committee recommends the Governing Body to ask for the opinion of the Committee of Experts on Social Security concerning the revision of the Survivors' Insurance (Agriculture) Convention, 1933 (No. 40), and of the Unemployment Provision Convention, 1934 (No. 44), taking into account the provisions of the Social Security (Minimum Standards) Convention, 1952 (No. 104). The Committee further recommends the Governing Body to ask for the opinion of the Committee of Experts on Social Security concerning the revision of the Sickness Insurance (Sea) Convention, 1936 (No. 56).

Modification of the Memorandum concerning the Obligation to Submit Conventions and Recommendations to the Competent Authorities (Article 19 of the Constitution)

8. The Committee had before it the draft of a new Memorandum prepared by the Committee of Experts on the Application of Conventions and Recommendations in accordance with the request made by the Governing Body at its 137th Session, and following a suggestion made by the Conference Committee. This draft Memorandum aims at explaining more clearly the obligation laid down by article 10 of the I.L.O. Constitution so that governments may, in their turn, be able to provide clearer information in relation thereto.

9. During the discussion one member of the Committee stressed the fact that it would be useful to specify that the adoption of this Memorandum by the Governing Body should not be considered as affecting article 37 of the I.L.O. Constitution, which confers on the International Court of Justice the power to interpret the provisions of the Constitution. The Committee decided for this purpose to insert a passage in the last sentence of the second paragraph on page 3 of the draft prepared by the Committee of Experts which now reads as follows:

In accordance with this request and without prejudice to the authority of the International Court of Justice under article 37 of the Constitution the Governing Body of the International Labour Office has drawn up the following Memorandum.

10. The U.S.S.R. Government member expressed the view that the draft prepared by the Committee of Experts did not meet the wish he had expressed that no undue burden of work should be placed on governments. This draft was, in his opinion, too detailed and it would be desirable to have a text which would secure unanimous agreement.

11. The draft Memorandum prepared by the Committee of Experts contained in particular the following passage taken from the report of the Conference Com-
Conventions and Recommendations should ultimately be submitted to the most representative legislative body, even where the instruments in question call for executive action only or do not make necessary the adoption of legislation or where power to legislate is vested in a body other than the Parliament or National Congress.

Certain Government members of the Committee proposed amendments regarding this extract, particularly with a view to securing the unanimous adoption of the draft Memorandum. The Workers' members opposed these amendments and referred in particular to the fact that this text had been adopted unanimously by the Conference. The Employers' members emphasised that the text in question was a quotation and that the Committee could therefore not introduce any amendments to it. At the suggestion of one of its members the Committee decided simply to omit the passage.

At the request of several members of the Committee, and in particular of the Workers' and Employers' members, it was understood, however, that this omission should not be considered as affecting in any way the validity of the opinion expressed by the Conference Committee.

The U.S.S.R. Government member proposed a modification of the paragraph regarding the "nature of the competent authority" so that it would follow more closely the wording of article 19 of the Constitution. Other members of the Committee pointed out on the one hand that this also was a quotation, and on the other hand that the passage in question already appeared in this form in the Memorandum previously adopted by the Governing Body.

Subject to the two amendments mentioned in paragraphs 9 and 12 above the Committee adopted unanimously, with one abstention, the draft Memorandum prepared by the Committee of Experts on the Application of Conventions and Recommendations, the text of which is appended to the present report.

The U.S.S.R. Government member stated, in explaining his abstention, that his Government would continue to apply the obligation laid down in article 19 of the Constitution as regards the submission of Conventions and Recommendations to the competent authorities, in accordance with its national Constitution.

The Committee recommends the Governing Body to adopt the new Memorandum concerning the obligation to submit Conventions and Recommendations to the competent authorities, the text of which is appended to the present report.

Study regarding the Use Made of the Exemptions Permitted by Article 3 of the Underground Work (Women) Convention, 1935 (No. 45) (in Connection with the Question of the Revision of the Convention)

In accordance with a request made by the Governing Body at its 137th Session (Geneva, November 1957), the Committee had before it a study regarding the use made by governments of the exemptions permitted by Article 3 of the Underground Work (Women) Convention, 1935 (No. 45). The Workers' members of the Committee were of the opinion that this study did not contain all the data which might be of interest, such as the actual number of women workers exempted from the prohibition of underground work in mines in those countries where such exemptions were possible. Nor did the study contain any information regarding the position in the countries which had not ratified the Convention. It was pointed out in reply that this additional data could not be obtained on the basis of the information thus far supplied to the International Labour Office by member States in their reports on this Convention. It might, however, conceivably be obtained from ratifying countries by amending the form for the annual report, and from non-ratifying countries by asking for reports under article 19 of the Constitution. In these circumstances the Committee decided to postpone a decision on this matter, on the understanding that it would be able to re-examine the question at its next session on the basis of a note which the Office would prepare regarding the likelihood of securing additional data through one or other of the two possible methods mentioned above.

M. WALLIN, Chairman.
Thirteenth Item on the Agenda: Report of the Manpower and Employment Committee

1. The Manpower and Employment Committee met on 13 November 1958 under the chairmanship of Mr. Merani.

The World Employment Situation

2. This document was a revision of the paper prepared for the 139th Session of the Governing Body\(^1\) which had subsequently been made available to the 42nd Session of the Conference\(^2\) and had been submitted to governments for their comments. It was stated on behalf of the Director-General that account had been taken of observations received from governments up to 31 August 1958 and of as many as possible of those received after that date, and the statistical and other information had been brought up to date in the light of matter reaching the Office in the normal way. A number of important observations had been received too late to be taken into account. There had been some rearrangement of the paper and changes in points of detail. One suggestion made in the original paper, namely that arrangements might be made to commission the manufacture in large quantities of standard types of equipment required in economic development programmes in advance of the placing of orders by individual firms or governments, had been dropped owing to practical objections raised by two governments. The main findings and conclusions remained unchanged. Moreover, developments since completion of the paper did not suggest any need for reconsidering these findings and conclusions. The recovery in the United States had gathered strength but the international repercussions of the down-turn were still being felt and it was still difficult for many countries to strike a balance between measures to promote expansion and efforts to combat inflation. The problem of providing industrially less advanced countries with enough foreign exchange to meet the external costs of their development programmes had received more attention internationally, and thus to create employment, if their financial and economic policies inspired the confidence of investors and if the latter were given guarantees against loss of their investment or impediments to the withdrawal of their earnings.

3. One member considered that the paper might have paid more attention to the impact of technological change on industrially less advanced countries already experiencing difficulty in providing employment for their labour force.

4. Two members welcomed the emphasis given in the paper to the relationship between the volume of employment and monetary stability. Industrially less advanced countries would find it easier to attract the necessary capital from abroad to set enterprise going, and thus to create employment, if their financial and economic policies inspired the confidence of investors and if the latter were given guarantees against loss of their investment or impediments to the withdrawal of their earnings.

5. Several members underlined the difference between the problems arising respectively in industrialised countries and in those producing primary commodities. There were also differences between countries where the problem was one of measurable unemployment and countries such as those of Asia where the problem was basically that of a vast amount of underemployment which could not be accurately assessed.

6. Emphasis was also placed by several members on the need, even in the most fully employed economies, for the early diagnosis of factors leading to unemployment and the advanced planning of preventive measures.

7. Several members recognised the primary importance of questions of rural unemployment and the mass migration of workers from rural to urban areas, and considered that these should be fully dealt with if the Governing Body decided to place problems of rural development on the agenda of the 1960 Session of the Conference. The need to plan for fuller and more effective utilisation of the existing agricultural labour force within the agricultural sector was emphasised, and it was suggested that this subject should be included in the item on rural development which might be placed on the agenda of the 1960 Session and should continue to be an objective of the I.L.O.'s operational activities. A specific suggestion was also made for the I.L.O. to carry out an ad hoc study concerning the various ways in which countries with surplus labour resources were attempting to put their labour force to intensive use and the results achieved; it was desirable that such a study should be completed and the results made available before the 1960 Session of the Conference.

8. On the subject of the effect of increases in productivity, the view was expressed that there was no evidence that these led to a decline in employment; their effects were rather to bring about a shift of workers to other fields of employment or to lead to the emergence of new kinds of employment.

9. Suggestions were put forward as to additional subjects which might be covered in later reports such as the role of private investment in the development of employment opportunities, the effect of development programmes on employment, the employment problems of particular industries as they arise, the situation in Mainland China, and the influence of I.L.O. standards and the extent to which they are relied upon or adhered to during periods of economic crisis when measures are taken to combat unemployment. In particular, it was proposed that in the case of future reports the situation obtaining in countries which were having over-all economic plans might be separately indicated, as also the position of agricultural labour as distinct from industrial labour. Mention was made of the desirability of dealing specifically with specially affected categories of workers, such as transport workers, automobile industry workers, textile workers, etc., as circumstances at the time of making the reports showed that there had been serious developments covering such a special category of workers. It was proposed that the next report might also appropriately deal with the suggestions made at the October 1957 session of the Committee and which appeared in paragraph 3 of the report of the Manpower and Employment Committee to the 137th Session of the Governing Body.\(^3\)

10. With regard to further I.L.O. action, the Committee recommended that the Governing Body should affirm its

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\(^1\) See Minutes of the 139th Session of the Governing Body, Third and Fourth Sittings, pp. 33-55 and 56, and Appendix IV, p. 55.


\(^3\) See Minutes of the 137th Session of the Governing Body, Appendix XIII, p. 164.
continuing interest in the employment situation, both in countries that are highly developed and in those that are industrially less advanced, and should request the Director-General to continue his studies of trends in employment and unemployment and of the factors determining these trends, with a view to providing the Governing Body with reports on the employment situation from time to time, depending upon significant developments occurring in the sphere of employment.

Progress Report on the Activities of the Office in the Manpower Field

11. Reference was made to the resolution concerning manpower aspects of economic development adopted by the International Labour Conference at its 42nd Session. There was general agreement that manpower problems, particularly those relating to the vocational training of instructors, supervisors and skilled workers, were of special importance in countries seeking rapid industrial development, where workers had to adapt themselves to fundamental changes in the economic structure.

12. The Committee recommended that the Governing Body should call the attention of governments of countries in the early stages of development to the technical assistance programme of the I.L.O. in the manpower field, and that it should request the Director-General to report to it what progress was being made in expanding the programme in this field, special note being made of cases where assistance could not be granted because of lack of funds or expert personnel.

13. Several members observed that the creation of the United Nations Special Fund would open up fresh possibilities for international technical assistance.

14. One member expressed the view that vocational training programmes set up under the auspices of the I.L.O. should not only train workers in occupational skills but should also instruct them in the essentials of industrial safety, and make them familiar with the principles of productivity and Training-Within-Industry. While these ideas might not be new to the Office and instruction on these aspects was aimed at in projects for which it had responsibility, it would be useful to stress their importance in countries striving for rapid industrialisation.

15. One member remarked that it would be useful to examine the subject of training in small and cottage industries, to ascertain the needs and to see what was being done to meet them, so that productivity might be raised in this sector.

16. The wish was expressed that the next report submitted to the Committee might have regard to the foregoing observations and to the suggestions and comments made on the report which had been before the Committee at its previous sitting.

S. T. Merani,
Chairman.
Fourteenth Item on the Agenda: Report of the Technical Assistance Committee

1. The Technical Assistance Committee met on 15 November 1958 under the chairmanship of Mr. Hauck. It held one sitting.

Minutes of the Technical Assistance Committee

2. The Committee decided that the practice of producing minutes of its meetings should cease forthwith and that the reports in final form, as approved by the Committee for submission to the Governing Body, should constitute in future the only official and permanent record of the Committee’s proceedings.

United Nations Special Projects Fund

3. The Committee heard from the Deputy Director-General a statement of the present position regarding the United Nations Special Projects Fund. The Fund went part of the way towards meeting the need for more substantial technical assistance to underdeveloped and developing countries than the resources of the Expanded Programme could provide. It aimed at financing projects of immediate significance in accelerating their economic, social or technical development, which would facilitate new capital investments of all types.

4. The Fund would be separate from the present Expanded Programme of Technical Assistance. It was designed to give systematic and sustained help with a direct effect on economic development proper. The resolution establishing the Fund emphasised that its resources should be concentrated on a smaller number of projects than was the case with the Expanded Programme and that each project undertaken should be on a considerable scale. Preference was to be given to projects from which rapidly visible results could be anticipated. In the selection of projects a wide geographical distribution would be sought, and, as in the Expanded Programme, Special Fund projects would be integrated into national administrative and economic development programmes.

5. The fields of work coming within the purview of the Special Fund were manpower, industry, handicrafts, agriculture, transport and communications, building, health, education, statistics and public administration. Work in these fields would be carried out by surveys to reveal natural resources and manpower resources, technical research for economic and industrial development, training in all forms and demonstration and pilot projects. The Fund would be controlled by a Governing Council of 18 nations, nine from the economically more developed countries and nine from the economically less developed. The decisions of the Governing Council both for policy questions and for the approval of projects to be financed by the Fund would be taken by a two-thirds majority. The Council wished to place on record its earnest hope that there might have been better if a separate administration had not been created to operate the Special Fund. As matters now stood it was all the more desirable that the Fund’s administrative processes should be kept simple and every effort made to avoid duplication.

6. The Committee recognised that the I.L.O. had a particular interest in many of the fields in which projects would be undertaken under the Special Fund and, consequently, the Fund would have important implications for the work of the I.L.O. It was felt that it might be useful if the Governing Body were to state the fields of activity in which the I.L.O. could undertake projects under the Special Fund. U.N.E.S.C.O. had already passed a resolution on these lines, dealing with its own field of competence. The I.L.O. should take similar action to define the relationship of its work to the Special Fund.

7. The Committee welcomed the news of the progress made in establishing the Special Projects Fund and wished to place on record its earnest hope that there would be close co-ordination between the Fund and the I.L.O.

Andean Indian Programme

10. Information complementary to that contained in the document before the Committee was provided by the Assistant Director-General responsible for the Programme. This was now passing from its first phase, which had been largely one of explanation and demonstration, to its second, in which effort was concentrated on consolidating the advances already made by building up national institutions of a permanent character. Consequently, emphasis was increasingly being placed on the training of national personnel at all levels, including, among the Indians themselves, “social promoters” who act as leaders in their communities, and auxiliary workers, who could be trained to pass on the essential elements of the new techniques being introduced.

11. One of the most encouraging features of the Programme was the way in which all parties concerned were giving their enthusiastic co-operation. The governments of the countries in which the Indians lived were providing facilities, finance and personnel and were
showing a great responsiveness to the advice they received. The Indians themselves welcomed and supported the Programme. Governments, workers and employers of other countries had helped generously through donations. Finally, co-operation between the different United Nations agencies continued to be close and cordial.

12. There were problems to be solved: the resources available fell far short of what was needed, so that the Programme still reached only a small proportion of the Indian population. It was still difficult to attract national personnel to act as counterparts although of late some progress had been made in surmounting this obstacle. Progress was slow in the scheme to move national personnel to act as counterparts although of close and cordial. The Programme had demonstrated that it was possible to carry out a large-scale technical assistance operation on a practical and businesslike basis.

13. In the future, it was hoped to extend the action stations until they formed a “vertebral column” from one end of the territory inhabited by the Andean Indians to the other. Eventually, an effort would be made to extend the work laterally from this chain. The stations would be handed over in due course to the regular authorities of the countries concerned. The Programme had demonstrated that it was possible to carry out a large-scale technical assistance operation on a practical and businesslike basis.

14. All the members of the Committee who spoke expressed their continued support for the Programme, which was described as one of the most effective parts of the I.L.O.’s work. The importance of training the national personnel who would progressively have to take over the administration of the work was emphasised by several members. The Committee recognised that much of the effectiveness of the Programme was due to the fact that it was being carried out simultaneously in widely different fields and yet on an integrated basis. Members of the Committee indicated that they considered that the Programme was operating on sound and balanced lines and approved particularly the stress given to helping the Indians to help themselves, which was the only way to create lasting institutions.

15. The Committee wished to place on record its appreciation of the stimulus given by the Deputy Director-General and by the Assistant Director-General responsible for the Programme, of the co-operation received from national and local authorities in the countries of the Programme, of the work of the individual staff members of the co-operating agencies, of the generous donations received from the governments, employers and workers of many countries, and of the support given to the Programme by the Andean Indians themselves upon whose goodwill the success of the whole enterprise depended.

16. The Committee wished to place on record its hope that the request which the Governments of Bolivia, Colombia, Ecuador and Peru proposed to make to the United Nations Special Projects Fund with a view to arranging the financing of the Andean Indian Programme from this source would receive favourable consideration by the Fund.

Operational Activities under the I.L.O. Regular Budget

17. Members of the Committee wished to place on record their view that the funds allocated in the regular budget to operational activities should be considerably increased. The amount at present available for this most effective aspect of the I.L.O.’s work was pitifully small in comparison with the need for work of an operational character and in comparison with the proportion of resources allocated to such work by other international organisations. It was hoped that this would be taken into account in drawing up the budget for 1960.

Equipment

18. One member of the Committee referred to the problems created by the excessive rigidity of the regulations laid down by the Technical Assistance Board for the supply of equipment. He hoped that more flexible arrangements could be introduced in view of the urgent need for an adequate supply of equipment, particularly in respect of vocational training projects.

Fellowships in Labour-Management Relations

19. A member of the Committee requested that every effort should be made to arrange fellowships in labour-management relations in such a way as to permit fellows to observe the process of collective bargaining in the countries to which they went for study.

Technical Assistance Planning

20. The view was expressed that in most cases one fiscal year was too short a period over which to plan effective technical assistance projects. Experience had shown that there was a continuing demand for projects of certain types and it would be more effective and more economical to plan these on the basis of a period of three to five years. This would also enable the governments of receiving countries to make more effective budgetary and administrative arrangements in support of these projects. It was recognised that the present system whereby the funds for the Expanded Programme were provided by governments on an annual basis made it difficult for the participating organisations to make financial commitments going beyond one year. However, in practice projects were now usually planned on a long-term basis although executed in annual stages.

21. The Committee recommended that, wherever circumstances made it appropriate, projects should be planned on a long-term basis and the resulting continuing commitments taken fully into account in allocating technical assistance funds.

Henry Hauck,
Chairman.
APPENDIX XV

Fifteenth Item on the Agenda: Report of the Committee on Industrial Committees

1. The Committee on Industrial Committees met in Geneva on 12 November 1958 under the chairmanship of Mr. Geller.

2. The Committee on Industrial Committees considered the Note on the Proceedings of the Sixth Session of the Textiles Committee (Geneva, April 1958).

3. Mr. Bergenström expressed the view that, when communicating to the governments the conclusions of Industrial Committees on technical items, it would be desirable to draw attention to the reports of the technical subcommittees as well as to the conclusions. The Representative of the Director-General indicated that it was always the practice to forward to the governments the reports of the subcommittees along with the conclusions to which they related. Other members of the Committee said that it must be assumed that governments would as a matter of course give their attention to all documents forwarded to them.

4. The Committee on Industrial Committees agreed that a suitable form of words should be used in the letter to governments to ensure that reports as well as the conclusions were brought to the notice of the governments.

5. The memorandum (No. 42) concerning working conditions in the textile industry sets out a certain number of recommendations for the guidance of employers and workers concerned, with a view to improving working conditions in textile factories. The resolution (No. 43) concerning the effects of technological developments in the textile industry formulates some principles and makes recommendations for the guidance of governments as well as of the employers' and workers' organisations concerned, in regard to a number of problems connected with the subject.

6. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to draw the special attention of governments to the memorandum (No. 42) concerning working conditions in the textile industry, and to the resolution (No. 43) concerning the effects of technological developments in the textile industry, and also to the reports of the subcommittees which drew up the conclusions, informing the governments 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.

7. The Committee on Industrial Committees also recommends that the Governing Body authorise the Director-General to communicate the other resolutions, conclusions and reports adopted by the Textiles Committee at its Sixth Session to governments, inviting them to transmit these documents to the employers' and workers' organisations concerned.

8. In paragraph 15 of the memorandum (No. 42) concerning working conditions in the textile industry, the Textiles Committee suggests, inter alia, that the Governing Body should be invited to convene meetings of experts whenever they are necessary, with a view to the improvement of international standards of working conditions in the textile industry.

9. The United States Government member welcomed the idea of convening meetings of experts to examine technical questions, thus supplementing the work of Industrial Committees on more general matters. In reply to an inquiry raised by the Indian Employers' member, the Representative of the Director-General said that a meeting of experts would be convened only if it appeared, on the basis of the information received from countries, that such a meeting would be justified. In that case, proposals for the convening of such a meeting would be submitted to the Governing Body.

10. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to take such action as he considers appropriate with a view to carrying out the suggestions made by the Textiles Committee, as indicated in paragraph 8 above.

11. In the suggestions (No. 44) concerning the effect given to the conclusions adopted by the Textiles Committee at its previous sessions, the Governing Body is invited to express its thanks to the governments for the information supplied for the Sixth Session of the Textiles Committee and to urge all States Members which have a textile industry, whether members of the Textiles Committee or not, to provide the information requested by the Committee and to emphasise the importance of an exchange of information. The Governing Body is also invited to suggest to governments that they should supply information for the next session on four memoranda (Nos. 27, 31, 35 and 36) adopted by the Textiles Committee and to arrange for the preparation of combined texts of the conclusions adopted at previous sessions on the same subjects. The results of the voting on the conclusions in question would be given in each case.

12. The Committee on Industrial Committees recommends that the Governing Body approve the proposals made by the Textiles Committee concerning the conclusions adopted at its previous sessions, as indicated in paragraph 11 above.

13. In resolution No. 46, the Governing Body is invited to instruct the Office to institute a comprehensive inquiry into work study methods used in the textile producing countries.

14. In response to inquiries made by the Government members of the United Kingdom and the United States the Representative of the Director-General indicated that the matter had not received detailed consideration but that the Office would probably carry out the proposed inquiry with its own resources. If a meeting of outside experts was considered necessary, proposals for such a meeting would be submitted to the Governing Body.

15. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to carry out the study referred to in paragraph 13 above.

16. In the proposals (No. 45) concerning the agenda of its Seventh Session, the Textiles Committee made

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1 For the text of the reports and conclusions adopted by the Textiles Committee at its Sixth Session see I.L.O.: Official Bulletin, Vol. XLI, 1958, No. 6, pp. 443-448.
a number of suggestions. The Committee on Industrial Committees proposes to consider these suggestions at a later session of the Governing Body.

17. In the resolution (No. 47) concerning the use of the German and Spanish languages in the Textiles Committee the Governing Body is invited to decide that all papers submitted by the Office or by the parties concerned should be made available also in Spanish and German, and that German translation should continue to be given at all sittings of the Committee.

18. The Committee on Industrial Committees recommends that the Governing Body take resolution No. 47 into account in any future consideration of the language facilities for Industrial Committees.

II. General Review of the Membership of Industrial Committees

19. The Committee on Industrial Committees had before it a note submitted by the Office regarding procedure and preparations for a general review of the membership of Industrial Committees, together with proposals submitted by the United Kingdom Government in addition, notes concerning the application of Peru for membership of the Building, Civil Engineering and Public Works Committee, and of Israel for membership of the Advisory Committee on Salaried Employees and Professional Workers were also submitted.

20. The United Kingdom Government member drew attention to the proposals made by her Government. These provided in brief either that a list should be made of all the industries which the Governing Body agreed should be eligible for meetings of the Industrial Committee type and that the membership should be determined for each meeting, or that the membership of the Committees be increased, within a limit of 30 members in each case, of whom only two-thirds would be invited to any particular session, following a system of rotation. She expressed a preference for the first of these proposals. In her view, it would be possible by such an arrangement to adjust the list of industries for which meetings were provided to changing industrial needs, and more easily to modify the membership of the Committees in the region of membership. She recognised, however, that these proposals had been made available rather too late for detailed consideration at the current meeting and she therefore proposed that the whole matter be deferred until the meeting of the Committee on Industrial Committees to be held in connection with the next session of the Governing Body.

21. Several members expressed agreement with the proposal to defer consideration of this question, the more so as the decisions taken on the proposals of the Committee appointed to review the Programme of I.L.O. Conferences and Meetings might have to be taken into account at the same time.

22. The Government member for the U.S.S.R. asked that any decision on the proposal to defer be postponed only until the end of the current meeting.

23. The Director-General suggested that it might serve to expedite the review of membership, when it was undertaken, if in the meanwhile he were authorised to collect the relevant statistical data and in particular statistical material relating to employment and production. He would do so in such a manner as not to prejudice any decisions the Governing Body might later take regarding the choice of the industries in respect of which meetings should be held. If the discussion and notes concerning the application of Peru for membership of the Building, Civil Engineering and Public Works Committee were postponed, the time limit proposed for assembling this information could be extended from 10 January 1959 to a date immediately preceding the next session of the Governing Body.

24. The Committee recognised that it was desirable to proceed with the review of membership and that it should be carried through within the period of five years following the last elections, as agreed upon by the Governing Body at its 127th Session (Rome, November 1954). In the meantime, the necessary preparatory work could be started.

25. The Committee on Industrial Committees recommends that the Governing Body defer until its next session consideration of the proposals formulated regarding the general review of the membership of Industrial Committees, including pending applications for membership, and that in the meantime the Director-General be authorised to collect such statistical and other information as might assist the Governing Body in making this review of membership.

26. The Government member for the U.S.S.R. reserved his position in regard to the proposal to defer consideration of the question.

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

27. The Committee on Industrial Committees had before it a document setting forth new proposals concerning future collaboration between the I.L.O., U.N.E.S.C.O. and the Berne Union, a report on the recent sessions of the three intergovernmental Copyright Committees, the Berne Union and Permanent Committee of the Berne Union, and a note on communications received from the three international organisations of performers.

28. Regarding the first document it will be recalled that, in conformity with the procedure for collaboration between the I.L.O., U.N.E.S.C.O. and the Berne Union in the preparation of a diplomatic conference on the use of works of art, the three organisations had jointly submitted to the States Members of these organisations, for observations, a documentation containing in particular the texts of the draft international Convention approved by the I.L.O. Committee of Experts (Geneva, July 1956) and of a draft agreement adopted by a committee of experts called by U.N.E.S.C.O. and the Berne Union (Monaco, March 1957). In the majority of the replies received from governments it was suggested that a further meeting of the three parties concerned should be held in the auspices of the three organisations, with a view to drawing up one single draft Convention. At an intersecretariat meeting (Paris, May 1958) the problems concerning the composition of such a new committee, the choice and the method of nomination of the experts and the structure and the status to be enjoyed by the parties concerned had been reserved for decision by the executive heads of the three organisations. Consequently, a meeting between the three directors was held at the International Labour Office on 9 July 1958, on the invitation of the Director-General, to examine these points. The discussions were concerned principally with the possibility of reaching agreement on the joint preparation of a single draft instrument to be submitted to a diplomatic conference and, in particular, concerning the composition of a new committee of experts. After a thorough discussion the three directors agreed that the questions of the composition of the committee of experts and that of the status of organisations representing the parties concerned were closely affected by the differences in structure of the three intergovernmental organisations, a solution to these problems would take account of such differences while presenting to governments a common plan of action likely to lead to co-ordinated results. They therefore suggested that two separate international instruments should be prepared, one by U.N.E.S.C.O. and the Berne Union based on economic and social considerations related to the proposed protection of performers, record manufacturers and broadcasting organisations. The Committee on Industrial Committees was invited to examine
this agreement, as well as a tentative delimitation of the fields to be covered by the two proposed instruments which had been worked out at an inter-secretariat meeting held in the Office, and which was to be submitted to the Governing Body, the Permanent Committee of the Berne Union and U.N.E.S.C.O.'s Executive Board. In the document submitted by the Office it was pointed out, in particular, that the two proposed instruments, without being dependent one on the other, should constitute a set of international regulations which would be complementary. Owing to the purely tentative character of the proposed delimitation it was suggested that close inter-secretariat co-ordination be maintained at all stages, in particular with a view to establishing a precise delimitation in regard to each of the two instruments, so that the problems could be dealt either by one or the other of the two draft instruments, or by both. Regarding the timing of the work to be completed by the I.L.O., it was suggested that any unnecessary delay be avoided.

29. The attention of the Committee on Industrial Committees was also drawn to the decisions already taken by the Berne Union's Permanent Committee and by the Intergovernmental Copyright Committee of U.N.E.S.C.O. which in resolutions of 21st July, 1958, and 25th January, 1959, respectively, had agreed on the basis of the directors and the plan for a tentative delimitation, as well as to the composition of a committee of experts to be called by these two organisations.

30. Finally, the Committee on Industrial Committees noted from the communications received from the International Federation of Actors, the International Federation of Musicians and the International Federation of Variety Artistes that these bodies rejected the proposed agreement as well as the tentative delimitation, and suggested that a further joint effort be made towards the drawing up of one single draft instrument; if this was found to be impossible an international labour Convention concerning performers should be established by the I.L.O. and the protection of recording manufacturers and broadcasting organisations might be ensured by the Berne Union, if necessary jointly with U.N.E.S.C.O.

31. The Belgian Government member expressed the concern of his Government in regard to the proposed procedure. In recent years the question of performers' rights had frequently been before the Governing Body. This question had been the object of exhaustive studies and innumerable discussions over a long period of time. Had it not been for the Second World War a Convention on performers' rights would presumably have been added long ago to the International Labour Code. After the war the I.L.O., acting entirely within its normal competence, had decided to pursue the work in this field. However, difficulties had arisen with the Berne Union and, later, with U.N.E.S.C.O., which until 1954 had not shown any interest in the matter. In the course of its contacts with the Berne Union the Office had persuaded the Governing Body that problems concerning performers, record manufacturers and broadcasting organisations were so closely interconnected that they should be dealt with in one single instrument. Owing to the persistent difficulties between the three organisations their executive heads had now decided to discontinue the joint efforts and to suggest that separate instruments be prepared, one by the I.L.O. and the other by U.N.E.S.C.O. and the Berne Union. This unexpected decision had caused the Belgian Government no little surprise and a letter had accordingly been sent to the Director of the Berne Bureaux and transmitted to the I.L.O. The Belgian Government member felt that the document submitted by the Office did not refer to the real problems at stake. This document dealt only with a difficulty of procedure—the composition of the proposed new committee of experts—which obviously was of minor importance. No attempt had been made to explain why all the legal and technical arguments put forward by the Office in the past in favour of one single instrument had suddenly lost all their weight. Nor had any mention been made of the fact that in this particular field the very concepts—technical as well as institutional and even psychological—of the I.L.O. on the one hand and of U.N.E.S.C.O. and the Berne Union on the other, were fundamentally opposed to each other. Admittedly it would have been a new task for the Director-General to inform the Committee of all the difficulties he had had to face in defending the I.L.O. thesis that this was essentially an economic and social matter. However, it would appear that, in proposing to overcome these difficulties by the preparation of two separate instruments, no account had been taken of the wishes expressed by the majority of governments that a new joint effort be made towards the establishing of one single instrument. Moreover, even if it were finally decided to be only a question of technical weight would still not constitute a constructive solution. In addition, two new difficulties would unavoidably have to be faced. In the first place, would it be possible, as suggested, to secure the use of the same technical terms in both instruments, making sure that these terms did not refer to different notions? The second difficulty would arise in regard to the timing of the proposed procedure. Under the earlier project one single instrument was to be adopted by a special diplomatic conference to be organised jointly by the three organisations. This new proposal would aim at including the question in the agenda of the International Labour Conference in conformity with the usual I.L.O. procedure. Unless the Governing Body decided, as a matter of great urgency, that the question be included in the agenda for the 1960 Session, conference discussion might well not be completed before 1962 or even 1963. Meantime a U.N.E.S.C.O.-Berne Union instrument might have been in existence since 1950 and I.L.O. action might then be limited to whatever might perhaps have been left over by the two other organisations. In this respect remarks were made by U.N.E.S.C.O.'s Copyright Committee and by the Permanent Committee of the Berne Union left little, if any, hope regarding the intentions of the two organisations. It was indeed proposed to deal even with such matters as equitable remuneration, which obviously was a problem for the I.L.O. The view had also been expressed that the U.N.E.S.C.O.-Berne Union instrument was to be adopted first. Consequently, there was reason to believe that an attempt would be made to extend that instrument right into the I.L.O.'s field of competence. Concerning performers' rights the Governing Body had granted that he had no alternative solution to offer. However, he wished the Committee to be conscious of the fact that the proposed procedure disregarded the wishes of a great number of governments, implied an evident danger of the two organisations being long work in this field and would in the final analysis not solve, but only postpone, the real difficulties. In the event of two draft instruments being established a day would necessarily come when governments would have to make a painful choice between two solutions.

32. An Employers' member said that the three documents on this question had not been received soon enough, and that there had been no opportunity to examine them prior to the current consultations. Consequently, he proposed that the matter be deferred for consideration at the next session of the Governing Body.

33. The Workers' member opposed this proposal and stated that they had been able to examine the documents and were prepared to discuss their content. Too much delay had already occurred in regard to this very urgent matter. In his opinion, as well as with the statement made by the Belgian Government member, they recalled that the basis of the so-called I.L.O. draft was a draft convention which had been produced in 1951 by the Berne Union when U.N.E.S.C.O. had not yet shown any interest in the subject. Since that time the I.L.O. had succeeded in improving this draft text. There was indeed a striking case of the employers and workers concerned collaborating in complete harmony and working out a draft which
they unanimously approved. In spite of these impressive developments, the Berne Union—together with U.N.E.S.C.O.—had decided to reject the draft which originally had been established by the Berne Union itself. The Berne Union had made it publicly clear that the two other organisations were resenting I.L.O. action in this field. In this connection it should not be forgotten that U.N.E.S.C.O. and the Berne Union were in fact interested in copyright only, whereas the I.L.O. was attempting to secure proper protection for performers. Some of the employers then expressed their dislike of the proposed new procedure and suggested that it would be justifiable for the I.L.O. to pursue its own action under its sole authority. U.N.E.S.C.O. and the Berne Union had already rejected the I.L.O. draft and there was little hope that they could be induced to reconsider their decision. Consequently, it might become unavoidable to agree to the preparation of two separate instruments, subject, however, to the setting forth of all necessary safeguards to protect the I.L.O.'s interest adequately. The Workers' members added that they were prepared to present the Council with their detailed views on the material aspects of the question.

34. The proposal to defer consideration of the matter until the next session of the Governing Body was repeated on behalf of all the Employers' members and adopted by the Committee by 36 votes to 30, with 3 abstentions.

35. The Committee on Industrial Committees recommends that the Governing Body defer consideration of the matter until its 142nd Session.

IV. Questions Arising from the Fifth Session of the Chemical Industries Committee: Report (No. 35) of the Working Party on the Definition of Chemical Industries

36. The Government members of the United States and the United Kingdom said that their Governments opposed the amendments to the resolution (No. 7) concerning the definition of chemical industries which were proposed by the Chemical Industries Committee in its report No. 35 adopted at its Fifth Session (Geneva, February 1958). The United States Government member pointed out that the standard industrial classification manual, which made it possible to compile comparable statistics, and which was used by administrative authorities in his country, did not provide for the inclusion within the scope of the chemical industries of the fabrication of articles manufactured with synthetic resins, plastics and synthetic and natural rubber. The United Kingdom Government member also indicated that the adoption of the amendments would make it very difficult to compile comparable statistical information.

37. Several Employers' members opposed the proposed amendments. Some of them referred to the situation in their countries, where the fabrication of articles manufactured with the products in question was not considered as coming within the scope of chemical industries. Others felt that a modification of the definition of chemical industries, which would be in conflict with current practice in their countries, would make it impossible to compile complete and precise information. It was also pointed out that there did not exist a continued chemical process for the fabrication of articles manufactured from synthetic resins, plastics and synthetic and natural rubber, and that it was therefore inconceivable that the definition of the chemical industries should be modified as suggested.

38. Moreover, the Employers' members recalled that resolution No. 7 had been unanimously adopted by the Chemical Industries Committee at its Second Session (Geneva, April 1950), whereas the amendments had been adopted by the Committee, at its Fifth Session (Geneva, February 1958), by a small majority, i.e. by 57 votes to 39, with 9 abstentions. Attempts were always made to reach unanimous conclusions in Industrial Committees, and therefore, in view of the substantial minority against the amendments, they should not be accepted.

39. Finally, the Employers' members feared that the inclusion of natural rubber within the definition of chemical industries would create confusion with regard to the scope of the Chemical Industries Committee and of the Committee on Work on Plantations when governments were requested to supply information to the Office in response to the proposed circular concerning the general review of membership of Industrial Committees.

40. The Workers' members favoured the adoption of the amendments under discussion. They were in agreement with the advice given by competent persons in the industry that when the fabrication of manufactured articles formed part of a continued chemical process and followed the production of synthetic resins, plastics and synthetic and natural rubber, such fabrication should be included within the definition of chemical industries.

41. The Workers' members felt that, although the Chemical Industries Committee had adopted the amendments against a substantial minority, decisions should not be based on minority views. It was now necessary to bring into accord with the democratic procedure of the International Labour Organisation, to fall into line with the majority and not vice versa.

42. The Committee on Industrial Committees decided, by 36 votes to 27, with 6 abstentions, to recommend that the Governing Body approve the amendments proposed by the Chemical Industries Committee, so that items 35 and 40 of paragraph 3 of the resolution (No. 7) concerning the definition of chemical industries should be worded as follows:

Item 35: "synthetic resins and plastics, and fabricated articles resulting essentially from a continued chemical process."

Item 40: "natural and synthetic rubber, and fabricated articles resulting essentially from a continued chemical process."

V. Questions Arising from the Sixth Session of the Inland Transport Committee

Protection of Transport Workers against Civil Law Claims Arising Out of Their Employment

43. The Committee on Industrial Committees had before it two documents containing an analysis of the observations received from governments in respect of the report of the Meeting of Experts on the Protection of Employed Drivers against Civil Law Claims Arising Out of Their Employment. In view of the possible repercussions of this problem on the economic security of workers, and in particular of transport workers, and of the new developments arising in this field, the Director-General proposed to keep this matter under review.

44. The United Kingdom Government member regretted that her Government would not be able to communicate its observations on the Experts' report until the findings of an official committee which had recently met had been examined and made public. The United Kingdom Government welcomed the Director-General's suggestion to keep the matter under review and to make further proposals as and when fuller information on the subject was available.

45. Workers' members stressed that it was not sufficient to keep the matter under review; it was a matter of great importance to the workers affected and should be actively followed. The Workers wished to have the assurance that the Director-General would submit proposals for future action at the appropriate time.

46. The Representative of the Director-General assured the Committee on Industrial Committees that

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Establishment of a Model Individual Control Book for Drivers and Assistants in Road Transport.

47. The Committee on Industrial Committees had before it a document containing proposals concerning a meeting of delegates of the governments which had participated in the drafting of the General Agreement on Economic Regulations for International Road Transport, with a view to preparing a model individual control book for drivers and assistants in road transport.

48. The Representative of the Director-General recalled that the Inland Transport Committee, when it had discussed the problem of labour inspection in road transport at its Sixth Session (Hamburg, March 1957), had not had sufficient time to draft a model individual control book for drivers and assistants, and had proposed that it should be prepared under the auspices of the I.L.O. In accordance with the decision of the Governing Body at its 137th Session (Geneva, November 1957) the governments concerned had been consulted, and a certain number had expressed their willingness to participate in drafting such a book. Governments would be invited to send delegates at their own expense and the Oi would meet out of the ordinary budget, so that no supplementary credit would be needed.

49. It was recognised that although action in this matter rests primarily with governments, employers and workers are concerned with the keeping of the records in question and that their organisations will therefore necessarily have an interest in the matter. For that reason, it might be appropriate to invite the occupational organisations concerned in road transport to send, at their own expense, a representative to participate in the preparation of the model individual control book, which the organisations are the following: the International Organization of Employers, the International Chamber of Commerce, the International Road Transport Union, the International Transportworkers' Federation, the World Federation of Trade Unions and the International Federation of Christian Trade Unions of Transport Workers.

50. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to convene early in 1959 a meeting of delegates of the governments which have participated in the drafting of the General Agreement on Economic Regulations for International Road Transport, to last five days, with a view to preparing a model individual control book for drivers and assistants in road transport; and that the organisations listed in paragraph 49 above be invited to send at their own expense representatives to take part in the meeting.

VI. Other Questions

Notes on the Proceedings of Sessions of the Industrial Committees and Similar Meetings.

51. At the meeting of the Committee on Industrial Committees held on the occasion of the 139th Session of the Governing Body (Geneva, May-June 1958), Mr. Bergenström proposed that the Notes on the Proceedings of each session of an Industrial Committee should contain a summary of any discussions which had taken place in plenary sittings on the reports and conclusions of subcommittees dealing with technical items, although a summary of the discussions in the subcommittees appeared in the Notes on the Proceedings in the form of the reports of these subcommittees, the Governing Body did not receive a summary of any discussions which might have taken place on these reports in the plenary sittings, and was not therefore fully informed.

52. The Committee on Industrial Committees had before it a note prepared by the Office in which it was pointed out that the Notes on the Proceedings had so far been prepared in accordance with the established practice for all meetings called by the Organisation. The content of such Notes had been determined mainly by the need to provide the delegates and the Governing Body as soon as possible with the final texts adopted by a committee. For this reason the Notes on the Proceedings reproduced, after a short introduction, the conclusions adopted by a committee together with the reports of the on the proceedings parti taken and footnotes showing the origin of the text and the results of the votes. These Notes on the Proceedings differed appreciably from the Summary Records of the Sessions. The Office felt that if the Notes on the Proceedings were to include also a summary of a substantial part of the discussion in the plenary sittings, there might be too much overlapping with the Summary Records.

53. Mr. Bergenström said that the note prepared by the Office did not really deal with his request, which was not related to the records of the Industrial Committees. In any case, these records did not appear until long after the session at which the Governing Body was invited to examine the conclusions of a session of an Industrial Committee. Furthermore, it was not intended that the Notes on the Proceedings should include a summary of the general discussion. What would be useful to the Governing Body was to be informed of such discussions which had taken place on the reports and conclusions of the subcommittees, and of the so-called general resolutions. At the same time the discussions the full committee might well amend the draft conclusions and, at times, delegations which were not represented on the subcommittees might take the opportunity to make important statements concerning the technical item under consideration. It was important that both the Governing Body and the governments concerned should be informed as to how the final conclusions were received by the full committee. If the Notes on the Proceedings were to be supplemented by a summary of such discussions there would be no overlapping between them and the Summary Records, which were not circulated to the Governing Body and did not, in any case, appear until a year or two after the sessions concerned.

54. The Australian Government member suggested that, as the discussions in the plenary sittings were often a repetition of the discussions in the subcommittees, if the discussions in the plenary sittings were to be summarised in the Notes on the Proceedings it would be advisable to restrict such summaries to new arguments put forward.

55. The United States Government member supported the proposal that the Notes on the Proceedings should also include discussions in plenary sittings relating to the so-called general resolutions; it would, on the other hand, be advisable to exclude from these Notes the records of the general discussion itself.

56. Several Employers' members participated in this debate. They affirmed, among other things, that the discussion and the final votes on the conclusions of the Industrial Committees, whether on technical items or on general questions, were of decisive value. The final discussions provided delegates with the opportunity to make declarations of principle which they might not have been able to make in the subcommittees. To make such discussions known it would be sufficient to supplement the Notes on the Proceedings with relevant extracts from the minutes of the last or of the last two plenary sessions of the Industrial Committees. This addition to the Notes on the Proceedings would be of great value to the Committee on Industrial Committees and to the Governing Body, and would enable governments to provide more satisfactory replies when invited by the Office to report on the action taken in their countries on the conclusions of Industrial Committees. Such a supplement would not involve much expense and would not appreciably increase the work of the Office.

57. Sir Alfred Roberts recalled that at the 139th Session of the Governing Body he had stated that he
was not opposed to Mr. Bergenström’s proposal, and agreed that the supplementary information required might, on occasion, be of use to the Committee on Industrial Committees and to the Governing Body. He specified that only a summary of the discussions in the plenary sessions should be included and not a full reproduction of long declarations which would involve considerable expense.  

58. The Representative of the Director-General said that the Office would be able to comply with Mr. Bergenström’s request by using, as had been suggested, the minutes of the last plenary sessions of each committee. However, these minutes, unlike those distributed during the session, could not be read and corrected by the delegates before they returned home. It would therefore be advisable to give the delegates to the Industrial Committees time to communicate their corrections to the Committee while in the country. The Committee decided that the Notes on the Proceedings would therefore take somewhat longer. On the other hand, the Governing Body did not insist on receiving immediately the conclusions adopted by Industrial Committees. On this understanding, the Office would be able to include in the Notes on the Proceedings extracts from the minutes of the plenary sessions relating to the discussion and adoption of the conclusions of subcommittees and of resolutions of a general character.  

59. The Committee on Industrial Committees recommends that the Governing Body decide, as an experiment, that the Notes on the Proceedings of forthcoming sessions of Industrial Committees or similar meetings be supplemented as indicated above.

Follow-up of the Work of the I.L.O. Concerning Mines Other Than Coal Mines.  

60. The Committee on Industrial Committees was informed of a letter dated 24 July 1958 in which the Miners’ International Federation, taking note of the great progress which was made by the I.L.O. Tripartite Technical Meeting on Mines Other Than Coal Mines (Geneva, November-December 1957), requested the I.L.O. to consider the establishment of a permanent Industrial Committee for mines other than coal mines and, in the meantime, to convene a second ad hoc meeting for these mines.

61. The Committee on Industrial Committees recommends that the Governing Body take note of this communication.

Hours of Work in Coal Mines.  

62. The Committee on Industrial Committees had also received a communication dated 24 July 1958 from the International Committee of the Miners’ International Federation, which protested against the decision of the Governing Body that the question of hours of work in coal mines should not be placed on the agenda of the Seventh Session of the Coal Mines Committee, and requested that earnest reconsideration be given to the imperative need which existed for this question to be examined by the Coal Mines Committee at its next session.

63. The agenda of the Seventh Session of the Coal Mines Committee, which is to meet from 27 April to 8 May 1959, was fixed by the Governing Body at its 138th Session (Geneva, May 1958).

64. The Committee on Industrial Committees recommends that the Governing Body take note of the communication summarised in paragraph 62.

Request for Convocation of Special Meetings for the Catering and Hotel Industry.  

65. The Committee was informed of a resolution adopted by the International Federation of Christian Trade Unions of Workers in the Food, Tobacco and Hotel Industry at its Eighth Congress in June 1958. In this resolution the Federation, noting that the Governing Body had convened special tripartite meetings for certain industries for which there are no Industrial Committees, appealed to the governments of the States Members of the International Labour Organization to put at the disposal of the Organisation the funds necessary for it to arrange special meetings for the catering and hotel industry, until such time as new Industrial Committees can be definitely established. In addition, the Federation requested the International Labour Office to provide the workers for the solution of social problems which will arise as a result of the European Common Market coming into existence.

66. The Committee on Industrial Committees recommends that the Governing Body take note of the resolution which is summarised in the preceding paragraph.

Activities of the Inland Transport Committee of the I.L.O.  

67. The Committee had before it a resolution which was adopted in September 1958 by the Congress of the International Federation of Christian Trade Unions of Transport Workers. In this resolution, the Federation stated that the transport sector merits constant and increasing attention on the part of the I.L.O., and that consequently the periodicity of the sessions of the Inland Transport Committee should be kept at two years. In regard to the agenda of the next session of this Committee the Federation drew attention to the urgency of the following questions: social repercussions of the rapid technological progress in the transport field; conditions of work of railwaymen in relation to the question of closure of transport; protection of employees against civil law claims arising out of their employment; hours of work in transport undertakings. In connection with civil aviation the Federation considered that it was necessary to convene not later than 1960 a second I.L.O. meeting, to be organised on this occasion as a tripartite meeting. Finally, the Federation stated that close co-operation between the I.L.O. and the European institutions would give the workers the best guarantee of attaining the social objectives of the European Community.

68. The Committee on Industrial Committees recommends that the Governing Body take note of the resolution which is summarised in the preceding paragraph.

Trade Union Liberty and Negotiating Rights for Civil Servants and Public Employees.  

69. Finally, the Committee on Industrial Committees had before it two resolutions adopted in June 1958 at the 15th Congress of the International Federation of Unions of Employees in Public and Civil Services. In the first of these the Federation appeals to the I.L.O. to redouble its efforts to help civil servants and public employees who are still deprived of the right to organise to obtain the guarantees laid down in the Right of Association (Non-Metropolitan Territories) Convention, 1947 (No. 84) and the Freedom of Association and Protection of the Right to Organise Convention, 1949 (No. 97). In the second resolution the Federation expresses its dissatisfaction at the exclusion of civil servants and public employees from the scope of the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). Referring to the resolution (No. 38) concerning public servants, adopted by the Advisory Committee on Salaried Employees and Professional Workers at its Fourth Session (Geneva, April 1957), the Federation expresses its deep disappointment that the Governing Body has not yet taken any action in response to this resolution, which invited the Governing Body to undertake an inquiry among States Members of the Organisation with a view to a full discussion on problems concerning public servants.

70. The Committee on Industrial Committees recommends that the Governing Body take note of the two resolutions summarised in the preceding paragraph.

GELLER, Chairman.
Sixteenth Item on the Agenda: Report of the International Organisations Committee

1. The International Organisations Committee met on 14 November 1958 in connection with the 140th Session of the Governing Body, under the chairmanship of Sir Guildhaume Myrddin-Evans.

   Proposed Agreement with the International Atomic Energy Agency

2. The Committee considered a proposed agreement concerning the relationship between the I.L.O. and the International Atomic Energy Agency (I.A.E.A.) which had been negotiated by the Director-General, pursuant to the authorisation given by the Governing Body at its 137th Session (Geneva, October-November 1957). The Committee noted that the text of the proposed agreement followed closely that of other agreements between the I.L.O. and specialised agencies and that the General Conference of the I.A.E.A. had unanimously approved it on 1 October 1958. The Committee agreed that, according to its terms, the proposed agreement will come into force upon its approval by the Governing Body of the I.L.O. The Committee agreed to recommend the Governing Body to approve the proposed agreement.

Consultation between the Economic and Social Council and the Governing Body

3. At its 139th Session (May-June 1958) the Governing Body appointed a tripartite delegation for the purpose of discussing with a delegation of the Economic and Social Council questions raised in resolutions of the Council affecting the relations between the Council and the International Labour Organisation, and, in particular, the preparation of the appraisals requested by the Council regarding the scope, trend and cost of the programmes of the United Nations and certain specialised agencies, including the I.L.O., for the period 1959 to 1964. At the present session the Committee had before it an agreed statement summarising the proceedings and the outcome of the meeting of the two delegations which was held in New York on 14 October 1958.

4. The Chairman of the Governing Body and the Chairman of the Committee stressed the cordial atmosphere which had prevailed throughout the meeting and the usefulness of direct contacts between the Governing Body and the Economic and Social Council. They expressed the view that as a result of that meeting a number of misunderstandings had been dispelled and that the relations between the Economic and Social Council and the I.L.O. were now better than they had ever been.

5. Special attention was drawn by the Chairman of the Committee to paragraph 2 (b) and (c) of the agreed statement, which recalled that the Council at its summer session in 1958 had clarified the purpose of the proposed appraisals by emphasising that co-ordination of international programmes had been achieved not by way of centralisation or orders but by consultation and free co-operation in the efforts designed to improve the lot of men, and that the appraisals requested by the Council were not to be understood as implying that the programmes and budgets of the United Nations or the specialised agencies should, or could, be determined outside the framework of each organisation’s own programme in keeping with the autonomy of the organisations within the United Nations family. The Governing Body had emphasised that in their view these principles were of general application and did not merely relate to the proposed appraisals. The representatives of the Council had not dissented from this view. A sound basis had thus been achieved for the development of close and cordial co-operation between the I.L.O. and the Council.

6. The Committee greatly welcomed the understanding which had been reached by the delegation of the Governing Body with the representatives of the Council. The view was expressed that the method of direct consultation with other organisations, which had proved so successful in this case, might usefully be resorted to in future in order to resolve such difficulties as might arise between the I.L.O. and other international organisations. At the same time attention was drawn to the essential role of the Administrative Committee on Co-ordination, of which the fullest possible use should be made with a view to solving inter-agency problems.

7. The Committee recommends the Governing Body—

   (a) to express its appreciation for the manner in which the Chairman of the Governing Body and the other members of the Governing Body delegation had conducted the consultations with the representatives of the Council and the contribution to the ultimate success of the meeting made by the Director-General in his preliminary discussions with the President of the Economic and Social Council, Mr. George Davidson;

   (b) to welcome the consolidation of the collaboration and mutual understanding between the United Nations and the I.L.O. resulting from these consultations; and

   (c) to agree, in the light of the elucidation by the Economic and Social Council of its original intention and of the discussions which have taken place, to co-operate fully in the proposed appraisals and the provision of information for inclusion in the proposed consolidated report.

Twenty-second Report of the Administrative Committee on Co-ordination

8. The Committee had before it the 22nd Report of this Committee, which is appended to the present report.

9. The Committee recommends the Governing Body to take note of this report.

Twenty-sixth Session of the Economic and Social Council

10. The Committee took note of the information supplied to it regarding the proceedings of the 26th Session of the Economic and Social Council.

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1 This text is not reproduced here. For the text see UNITED NATIONS, Economic and Social Council, 26th Session: Twenty-sixth Session of the Economic and Social Council (Document E/3188, 13 May 1958).

2 The agreed statement is not reproduced here. The text will be published in the Official Bulletin of the International Labour Office.
Other Questions

II. The Committee took note of the information provided with regard to the proceedings of the First Assembly of the Intergovernmental Maritime Consultative Organisation, and to the collaboration of the I.L.O. with the Trusteeship Council and with the Joint F.A.O.-E.C.E. Committee on Forest Working Techniques and Training of Forest Workers.

Credentials Procedure in the United Nations General Assembly

12. In reply to a request that information should be supplied on the question of the credentials of the Hungarian Delegation to the General Assembly of the United Nations, it was indicated that such information would be submitted to the Committee at its next session.

Guildhaume Myrddin-Evans, Chairman and Reporter.
APPENDIX XVII

Seventeenth Item on the Agenda: Composition and Agenda of Committees and of Various Meetings

Proposals concerning a Meeting of an "Ad Hoc" Committee on Statistics of Industrial Injuries

Background.

1. Dependable statistics of industrial accidents are essential to identify the areas in which accidents are most frequent and thus to provide guidance on problems of accident prevention. The need for such statistics has been repeatedly emphasised by specialists in industrial safety and by other industrial groups, including the Industrial Committees of the I.L.O. Efforts to accumulate such statistics, and particularly to use them in international comparisons, have often been frustrated by the lack of adequate statistical computations and concepts.

2. The problems involved in the preparation of statistics of industrial injuries were examined in 1923 by the First International Conference of Labour Statisticians. The standardisation of statistics of industrial injuries was not studied again until the Sixth International Conference of Labour Statisticians (Montreal, 1947) considered the subject and provided guidance as to methods of computing injury rates. Other aspects of the subject have been neglected and call for early international action. The present international classification of the causes of industrial injuries, for example, was established in 1923 and is now quite inadequate.

3. As a result of the development of national statistical services and social security agencies, the methods of collection, tabulation and classification of data on industrial injuries have changed considerably during the past 35 years and the 1923 recommendations are clearly obsolete.

4. In recent years the I.L.O. has received numerous appeals for guidance in the field of industrial injury statistics to which it could give little helpful response. The Ninth International Conference of Labour Statisticians (Geneva, 1957) noted that international recommendations in this field are seriously out of date, and requested the Governing Body in its resolution No. VII (c) to review the existing international recommendations concerning classifications of industrial injuries by cause, extent and degree of disability, location of the injury and nature of injury, and to propose revised classifications.

5. The International Social Security Association has recently shown great interest in the improvement of statistics of industrial injuries, and its Permanent Committee on Actuarial and Statistical Problems of Social Security, at its meeting in May 1958, proposed a programme of work to be conducted in co-operation with the International Labour Office.

6. In pursuance, therefore, of the resolution of the Ninth International Conference of Labour Statisticians, and in the light of the keen interest in this field expressed by other interested bodies, including the International Social Security Association, the Director-General makes the following proposals for a meeting of an Ad Hoc Committee on Statistics of Industrial Injuries.

Terms of Reference.

7. The major functions of the proposed ad hoc committee would be the following:

(a) to review the definitions of industrial injuries in use in the various countries and to suggest the basis for an international definition;

(b) to review the various methods of collection of statistical data on industrial injuries and to recommend standard procedure;

(c) to review the existing international recommendations concerning classifications of industrial injuries by cause, extent and degree of disability, location of the injury and nature of injury, and to propose revised classifications.

Composition.

8. As noted above, the Ninth International Conference of Labour Statisticians stressed the need to secure representation at the meeting, on the one hand, of statisticians familiar with the methods of collection, tabulation and classification of statistics of industrial injuries, and, on the other hand, of technicians such as labour inspectors, engineers and social security administrators, whose knowledge of the characteristics of industrial injuries and of the uses to be made of statistics in this field will ensure that any international recommendations prepared are practical. Representation of different countries and regions is also essential.

To secure a balanced and adequate representation from the technical as well as the regional points of view it is suggested that the group should consist of nine members.

Place, Date and Duration.

9. It is proposed that the meeting should be held in Geneva for a period of eight calendar days in the last quarter of 1959; definite dates will be proposed in connection with the general programme of I.L.O. meetings.

Financial Implications.

10. A credit of $8,661 has been provided in the 1959 budget to finance a meeting organised in accordance with the proposals in paragraphs 8 and 9 above.

The Governing Body is invited—

(a) to authorise the convening in 1959, in Geneva, for a period of eight calendar days, of a meeting of experts on statistics of industrial injuries;

(b) to decide that the meeting shall consist of nine experts;

(c) to approve the following terms of reference for the meeting:

To advise and assist the International Labour Office in the examination of the various problems in the collection, tabulation and classification of statistics of industrial injuries.

If the Governing Body approves the above proposals the Director-General will submit at the next session his proposals as to the nine experts to be invited to the meeting.
Proposals concerning a Technical Meeting on Problems of Productivity Improvement in Underdeveloped Countries

13. Provision has been made for this meeting in the 1959 budget, and the purpose and scope of the meeting are set forth in the report on Financial and Budgetary Questions submitted to the 42nd Session of the International Labour Conference. The estimate provides for a meeting in Bangalore, India, lasting 14 calendar days, to be attended by a small group of directors of productivity centres or officials holding similar responsibilities, employers or managers, trade union leaders and technical assistance experts. It has been indicated that, with a view to focusing the discussion as much as possible on common or similar problems, the meeting would concentrate on problems of productivity improvement in the countries from which the participants in the meeting are to be drawn.

Agenda.

14. It is proposed that the meeting should have the following agenda:

(a) management, (b) workers.

(1) Problems encountered in the preparation and organisation of national programmes to raise productivity, with special reference to the needs of

(a) the planning and conduct of demonstration projects and courses of training in productivity improvement techniques;

(b) arrangements to follow up such projects and courses and to ensure the continuation of productivity improvement work within individual undertakings.

Composition.

15. It is proposed that participants should be invited to attend the meeting in their individual capacity as persons having knowledge and experience of the problems to be discussed, and not as representatives of particular groups or interests, but that, with a view to ensuring that full attention is given to the problems and requirements of governments, employers and governments, and workers, participants should be drawn partly from government circles, partly from employers' or management circles and partly from workers' circles.

16. It is proposed that participants should be drawn from the following countries:

Directors of national productivity centres or persons holding similar responsibilities:

India, Indonesia, Japan.

Employers or managers:

Israel, Federation of Malaya.

Trade union leaders:

Mr. Ichiro OSHIKAWA, Managing Director, Japan Productivity Centre.

Employers or managers:

Dr. Vikram SARABHAI, Chairman, Suhrid Geigy Private, Ltd., Swastik Oil Mills, Ltd., Industrial Corporation, Ltd., India.

Trade union leaders:

Mr. Moshe BARTAL, Director, Department for Joint Productivity Councils, General Federation of Jewish Labour in Israel.

18. Consultation is still in progress with the Government of India concerning the choice of a director of a productivity centre or a person holding similar responsibilities.

19. If the Governing Body approves the Director-General will at a later date submit for the approval of the Officers of the Governing Body the three remaining nominations.

20. The Director-General proposes to invite two experts currently serving or having served as members of I.L.O. technical assistance productivity missions, having regard to their experience and availability.

21. It is proposed that the United Nations should be invited to designate a representative.

Place and Date.

22. It was originally envisaged that this meeting should be held in Bangalore for 14 calendar days, and should start on 16 February 1959. The Director-General has been informed that a Round Table Conference on Productivity, convened by the Japan Productivity Centre, is to be held in Tokyo from 18 to 20 March 1959. It is felt that it might be convenient for persons who might wish to attend both meetings if the time interval between the meetings were reduced. It is accordingly proposed that the I.L.O. meeting in Bangalore should start on 25 February, terminating not later than 10 March 1959. The Governing Body will be asked to confirm the date when considering the general programme of meetings.

23. The Governing Body is invited to approve the arrangements for the meeting as proposed above.

Proposals concerning a Meeting of the Committee of Experts on Social Security

24. The budget for 1959 contains provision for a meeting of the Committee of Experts on Social Security. The Director-General now proposes that this meeting should be convened early in 1959. Detailed proposals for its agenda and composition are presented below.

Agenda.

25. At its 35th Session (Geneva, 1952) the International Labour Conference adopted a resolution inviting the Governing Body to consider any appropriate measures for the establishing of an international instrument which would deal with the situation of aliens and migrant workers. The Governing Body, at its 137th Session (Geneva, November 1957), gave consideration to the possibility of placing on the agenda of the 43rd (1959) Session of the Conference the question of equality of treatment of nationals and non-nationals in respect of social security. It decided not to include this item in its final choice for the 1959 Conference agenda, but requests were made that the question be referred to the Committee of Experts on Social Security. It is proposed that the question of equality of treatment of nationals and non-nationals in respect of social security should be the first item on the agenda of the meeting of the Committee of Experts on Social Security.

26. At the same session the Governing Body decided, on the recommendation of its Committee on the Application of Conventions and Recommendations, to request the Director-General to ask the Committee of Experts on Social Security for its views as regards the revision of the following Conventions, taking into account

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1 At its eighth sitting (see above, p. 62) the Governing Body agreed that the title of the meeting should read "Technical Meeting on Problems of Productivity Improvement in Certain Countries".

particularly the provisions of the Social Security (Minimum Standards) Convention, 1952 (No. 102);
Workmen’s Compensation (Accidents) Convention, 1925 (No. 17);
Sickness Insurance (Industry) Convention, 1927 (No. 24);
Sickness Insurance (Agriculture) Convention, 1927 (No. 25);
Old-Age Insurance (Industry, etc.) Convention, 1933 (No. 35);
Old-Age Insurance (Agriculture) Convention, 1933 (No. 36);
Invalidity Insurance (Industry, etc.) Convention, 1933 (No. 37);
Invalidity Insurance (Agriculture) Convention, 1933 (No. 38);
Survivors’ Insurance (Industry, etc.) Convention, 1933 (No. 39);
Maintenance of Migrants’ Pension Rights Convention, 1935 (No. 48).

It is suggested that the question of the possible revision of the above-mentioned Conventions should be the second item on the agenda of the meeting. In reviewing these Conventions, the Committee of Experts on Social Security will also take into account the resolution concerning the objectives and advanced standards of social security adopted by the 35th Session of the International Labour Conference on 27 June 1952.

27. Again, at its 137th Session, the Governing Body also requested the Director-General to seek the views of the Committee of Experts on Social Security as to the revision of those provisions of the Workmen’s Compensation (Occupational Diseases) Convention (Revised), 1934 (No. 42) which relate to matters which are also dealt with in the other social security Conventions. This question is suggested as the third item on the agenda of the meeting.

28. The Ninth International Conference of Labour Statisticians (Geneva, May 1957) adopted two resolutions, Nos. II and VI, concerning social security statistics. It would be highly desirable to consult the social security experts on the effect given to the recommendations made in these resolutions, and in particular in resolution No. II concerning the development of social security statistics. This question is suggested as the fourth item on the agenda of the meeting.

29. The Committee of Experts on Social Security was reconstituted by the Governing Body at its 131st Session (Geneva, March 1956). It now consists of 26 Government experts on social security questions in general, eight Government experts on actuarial questions, ten experts nominated by the Director-General (five after consultation with the Employers’ group of the Governing Body and five after consultation with the Workers’ group) and two experts nominated by the International Social Security Association and two experts nominated by the Inter-American Committee on Social Security.

30. The Director-General has been informed that Mr. D. C. H. Abbott (United Kingdom), whose appointment as a member of the Committee of Experts on Social Security was approved by the Governing Body at its 133rd Session (Geneva, November 1956), will be unable to continue to serve as a member of the Committee after the end of the present year owing to pressure of other duties.

31. The Governing Body is requested—
(a) to take note of the resignation of Mr. Abbot; and
(b) to appoint in his place the following expert:
Mr. Arthur Patterson, C.M.G., Assistant Secretary, Ministry of Pensions and National Insurance.

32. The credit of $19,656 provided in the 1959 budget would be sufficient to meet the travel expenses and subsistence allowances, for a meeting lasting 13 days in Geneva, of 17 experts, i.e. 15 Government experts and two of the experts nominated by the Director-General after consultation with the Employers’ and Workers’ groups respectively. The two experts nominated by the I.S.S.A. and the I.A.C.S.S. respectively would be invited to attend on the basis of the payment of their expenses by their own associations.

33. The Governing Body is therefore invited to select, among the membership of the Committee, those experts who are to be invited to attend at the meeting; it being understood that the other members of the Committee would be consulted by correspondence beforehand. It is suggested that the meeting might be composed of the experts from the following countries: Argentina, Brazil, Denmark, France, the Federal Republic of Germany, India, Italy, Japan, New Zealand, Poland, Switzerland, the U.S.S.R., the United Arab Republic,1 the United Kingdom and the United States. So far as the experts nominated by the Director-General after consulting the Employers’ and Workers’ groups of the Governing Body are concerned, it is suggested that the Employers’ expert from France and the Workers’ expert from Austria should be invited.

34. The provision made in the 1959 budget includes an item of $4,854 for a Governing Body delegation of three members. If the Governing Body were to take the view that it would not wish to be represented at this particular meeting, it would be possible to invite additional experts. The Director-General would be prepared to make appropriate proposals in this regard if necessary.

Date, Duration and Place.

35. It is proposed that the meeting should be held in Geneva for 13 calendar days early in 1959. Suitable dates would appear to be from Monday, 26 January to Saturday, 7 February. The Governing Body will be asked to take a definite decision on these dates in connection with the general programme of meetings.

Financial Implications.

36. The credit of $19,656 provided under sub-item 13.42 of the 1959 budget is sufficient to cover the cost of a meeting organised in accordance with the proposals set out above.

37. The Governing Body is invited—
(a) to decide to convene a meeting of a limited number of members of the Committee of Experts on Social Security in Geneva for two weeks early in 1959;
(b) to fix the agenda of the meeting as follows:

1. Possibility of establishing an international instrument on social security for migrant workers and examination of a draft text of an instrument concerning equality of treatment of nationals and non-nationals in matters of social security;
2. Possibility of revising international social security Conventions (Nos. 17, 24, 25, 35, 36, 37, 38, 39 and 48), in the light of the provisions of the Social Security (Minimum Standards) Convention, 1952 (No. 102); 1

The expert in question was originally selected from Egypt.
3. Possibility of revising the provisions of the Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934 (No. 42), relating to matters dealt with in other social security Conventions;

4. Review of progress made in the development of social security statistics and consideration of future programmes of work;

(c) to authorise the Director-General to convene to the meeting the experts indicated in paragraphs 32 and 33 above;

(d) to take a decision on the suggestion in paragraph 34 above.

Proposals concerning a Bipartite Technical Meeting on Labour-Management Relations Inside Undertakings

Background.

38. One of the major aspects of labour-management relations discussed at the Meeting of Experts on Industrial and Human Relations held in Geneva in July 1956, in accordance with the decision taken by the Governing Body at its 131st Session (Geneva, March 1956), was that of problems at the level of the undertaking. "The experts noted that a particularly marked feature of labour-management relations discussed at the Meeting of Experts on Industrial and Human Relations, asked the governments to indicate, in consultation with appropriate employers' and workers' organisations, the subjects which should be most urgently stressed in the course of discussion and which were thought to warrant special study.

40. In connection with the methods of implementation of the recommended programme the Meeting suggested, inter alia, the holding of meetings and seminars for the benefit of special groups, including persons responsible for personnel policy in the undertaking and members of works committees or other bodies for co-operation within the undertaking.

41. At its 134th Session (Geneva, March 1957) the Governing Body approved in principle the Director-General's proposals concerning future action in the field of labour-management relations, which had been formulated after taking into account, inter alia, the suggestions in the report of the Meeting of Experts mentioned above.

42. With the approval of the Governing Body accorded at its 134th Session, the Office, in transmitting the report of the Meeting of Experts on Industrial and Human Relations, asked the governments to indicate, in consultation with appropriate employers' and workers' organisations, the subjects which should be most urgently treated in the research and publication programme of the I.L.O. in the field of labour-management relations. A large number of replies to this inquiry have been received by the Office.

43. In pursuance, therefore, of the programme of future action in the field of labour-management relations approved in principle by the Governing Body, the Director-General makes the following proposals for a Bipartite Technical Meeting on Labour-Management Relations Inside Undertakings.

Agenda.

44. Having regard to (a) the list of problems at the level of the undertaking which were especially stressed by the Meeting of Experts mentioned above, and (b) the suggestions from member States concerning the over-all order of priority among the subjects to be treated in order to contribute to better labour-management relations, it is suggested that the agenda of the proposed meeting should be as follows:

1. The position and responsibilities of the personnel department within the undertaking.

This item would include questions such as that of the status of the head of the personnel department, the level at which personnel questions are dealt with and the whole organisation of the undertaking as regards personnel matters.

2. Status and duties of workers' representatives.

This subject would involve a study of the status, duties and training of shop stewards, union representatives, members of works committees and other bodies, including matters concerning the protection that they should enjoy on account of their functions.


This subject would include the methods of drawing up works rules as well as the type of matters dealt with in such rules.

4. Dismissal procedures.

This subject would involve a dissemination of information on the practices in force concerning dismissal and lay off in various countries.

45. While it is proposed to prepare wholly in the Office the working papers on the third and fourth items of the agenda suggested in paragraph 44 above, the participants would themselves be asked to contribute papers based on their personal experience and knowledge for the discussion of the first two items on the agenda.

Composition.

46. In view of the nature of the meeting and its proposed agenda it is suggested that the participants be drawn in equal numbers from management and labour. Two experts from each of nine different countries may thus participate in the meeting. They should possess practical experience and knowledge of the problems to be discussed at the meeting, together with a sound knowledge of one of the working languages of the Office.

47. Having regard to the need to ensure that the meeting should permit of the representation of the different regions of the world, and to select the experts from among the countries where the problems to be considered are in the forefront, it is suggested that, subject to availability, they should be drawn from the following countries:

Argentina
France
Federal Republic of Germany
India
Japan

U.S.S.R.
United Arab Republic
(Egypt)
United Kingdom
United States

48. In the event of the services of adequately qualified experts not being available from one or more of the countries mentioned in paragraph 47 above at the time the meeting is to be convened, an attempt might be made to invite experts from among the following countries, always keeping in view the principle of regional representation:

Belgium
Brazil
Pakistan

Poland
Sweden
Turkey

1 See the remarks of the Director-General and the decision taken by the Governing Body at its eighth sitting (p. 64 above).
49. If the Governing Body approves the above proposals the Director-General will submit to a later session more detailed proposals concerning the experts to be invited to take part in the meeting.

**Place, Time and Duration.**

50. It is suggested that the meeting should take place in Geneva in the latter half of 1959 and that it should last for ten calendar days. The Governing Body will be asked to take a definite decision on these dates and place in connection with the general programme of meetings.

**Financial Implications.**

51. A credit of $18,258 has been provided in the 1959 budget to finance a meeting organised in accordance with the proposals in paragraphs 46 and 47 above.

52. **The Governing Body is invited to approve the proposals contained in paragraphs 44, 46, 47, 48 and 50 above.**

**Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare**

53. At its 137th Session (Geneva, October-November 1957) the Governing Body decided that the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare, which it had decided to set up at its 130th Session (Geneva, November 1955), should be composed of 15 members (five from each of the three groups), to be nominated respectively by the Government group of the Governing Body and the Shipowners' and Seafarers' groups of the Joint Maritime Commission.

54. At the same session the Governing Body approved the nominations submitted by the Shipowners', and Seafarers' members of the Joint Maritime Commission and appointed the following members to the Subcommittee:

**Shipowners' members:**
- Captain O. I. LOENNECHEN (Norway).
- Mr. J. MARCHEGAY (France).
- Mr. W. N. H. VAN DER VORM (Netherlands).

One Shipowners' member from India.

**Seafarers' members:**
- Mr. P. DE VRIES (Netherlands).
- Mr. I. HAUGEN (Norway).
- Mr. J. HAWK (United States).
- Mr. J. RANDERI (India).
- Mr. T. YATES (United Kingdom).

**Seafarers' substitute members:**
- Mr. H. HILDEBRAND (Federal Republic of Germany).
- Mr. D. S. TENNANT (United Kingdom).

The Governing Body noted that the Government group had deferred to a later session its nomination of five Government members to the Subcommittee.

55. Since these appointments were made there have been certain changes in the composition of the Joint Maritime Commission itself as a result of the elections held at the 41st (Maritime) Session of the International Labour Conference in May 1958. In addition, a vacancy has occurred among the Seafarers' members as a result of the death of Mr. I. Haugen. The Director-General has been informed by the leader of the Shipowners' group that Mr. Van der Vorm (Netherlands) is being replaced on the Subcommittee by Mr. K. DE GRAAF (Netherlands) and that the Shipowners' member from India is Mr. R. E. KUMANA. From the leader of the Seafarers' group information has been received that no decision has yet been taken regarding the vacancy resulting from the death of Mr. Haugen (Norway).

56. The Governing Body is now invited to approve, on the nomination of the Government group of the Governing Body, the appointment of five Government members to complete the membership of the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare.

**Arrangements for the First Meeting.**

57. The Governing Body, at its 137th Session, also authorised the Director-General to submit to a subsequent session appropriate proposals concerning the date and place of the meeting of the first session of the Subcommittee.

58. At its 139th Session (Geneva, May-June 1958) the Governing Body noted a resolution adopted by the 41st (Maritime) Session of the Conference which emphasised the need for governments, in consultation with shipowners' and seafarers' organisations, to deal with problems of welfare in port and requested the Governing Body to convene as soon as possible the Tripartite Subcommittee of the Joint Maritime Commission set up to deal with seafarers' welfare, in order that it might make proposals for giving effect to the resolutions which had been adopted on the subject over the years, including the study of welfare facilities for Asian seamen in non-Asian ports.

59. The Subcommittee will, in the first instance, discuss the matters mentioned above and, in addition, will review the entire question of the I.L.O.'s work in the field of seafarers' welfare and make proposals for future study.

60. The 1959 budget contains a credit of $5,718 for this meeting under sub-item 13-23.

61. **The Director-General proposes that the meeting of the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare should take place during the second half of 1959, the exact date to be decided later after consultation with the Chairman and the leaders of the two groups of the Joint Maritime Commission.**

**Committee of Experts on the Application of Conventions and Recommendations**

62. **The Governing Body is invited to reappoint, for a period of three years, the following members:**
- Mr. F. M. VAN ASBECK (Netherlands)
- Mr. G. BEITZKE (Federal Republic of Germany)
- Mr. P. M. HERZOG (United States)
- Mr. A. RODRIGUES QUEIRO (Portugal)

63. The Governing Body is requested to note that Mr. Paul BERG (Norway) has tendered his resignation for reasons of ill health.

**New Appointments.**

64. **The Governing Body is invited to appoint, for a period of three years, in succession to the late Mr. William Rappard—**
- Mr. Paul RUEGGER (Switzerland), Ambassador; former Minister of Switzerland in Rome and London; former President of the International Committee of the Red Cross, 1948-55; Swiss member of the Permanent Court of Arbitration; member of the Institute of International Law.

65. The attention of the Governing Body is drawn to the fact that many members of the Conference Committee on the Application of Conventions and Recom-
mendations (June 1958) stressed the desirability of appointing an African member to the Committee of Experts. The Governing Body is therefore invited to appoint, for a period of three years, the following new member:

Mr. Isaac Forster (Senegal, French West Africa), President of Chamber in the Court of Appeal of French West Africa; former Counsellor at the Court of Appeal of Basse-Terre (Guadeloupe) and of French West Africa; formerly occupied judicial posts in Togoland, Madagascar and Réunion.

It is anticipated that the cost of participation by this additional member in 1959 will be absorbed within the existing credit out of savings realised from non-attendance, etc.

66. Proposals will be made at a later stage with regard to the remaining vacancies.
Eighteenth Item on the Agenda: Report of the Director-General

I. Obituary

Mr. Shunzo Yoshisaka.

1. The Director-General regrets to inform the Governing Body of the death in Tokyo on 14 July 1958, at the age of 72, of Mr. Shunzo Yoshisaka, for many years Japanese Government representative on the Governing Body.

2. Shunzo Yoshisaka, who was a graduate of Tokyo University, began his career in the Ministry of Commerce and Industry and was later transferred to the Bureau of Social Affairs of the Ministry of the Interior. He first attended sessions of the International Labour Conference in 1921 and 1922 as a Factory Inspector. In 1929 he was appointed head of the Permanent Japanese Delegation to the I.L.O. and from that time until his departure from Geneva in 1936 he took a prominent part in the work of the Organisation as Japanese Government representative on the Governing Body and delegate to successive sessions of the Conference.

3. After the Second World War Mr. Yoshisaka became a director and leading spirit in the I.L.O. Association of Japan. He gave valuable assistance to the Office in connection with the arrangements for the Third I.L.O. Asian Regional Conference, held in Tokyo in September 1953, which he attended as a government adviser, and continued to follow the work of the I.L.O. with interest for the rest of his life. His death deprives the I.L.O. of a faithful friend.

Mr. Aleksandr Petrovich Morozov.

4. The Director-General also regrets to announce the death on 2 October 1958 of Mr. Aleksandr Petrovich Morozov, Counsellor in the Ministry of Foreign Affairs of the U.S.S.R. Mr. Morozov, who was born in 1900, held a series of important posts in the Ministry of Foreign Trade and the Ministry of Foreign Affairs. From 1946 to 1949 he was principal adviser to the representative of the U.S.S.R. to the United Nations and was a member of the Soviet delegation at a number of international conferences. Since 1955 he had attended the annual sessions of the International Labour Conference as Government delegate. During the same period he attended a number of sessions of the Governing Body as adviser and he acted as representative of the U.S.S.R. Government at the 139th Session in May-June 1958.

Mr. Simon Simonovitch.

5. The Director-General announces with regret the death of Mr. Simon Simonovitch in Monrovia, Liberia, on 28 October 1958. Mr. Simonovitch was President of the Liberian Chamber of Commerce and attended the annual sessions of the International Labour Conference as Liberian Employers’ delegate from 1956 to 1958. He was appointed a substitute deputy member of the Employers’ group on the occasion of the Governing Body elections in 1957, and attended the 136th, 138th and 139th Sessions in that capacity.

6. The Governing Body will no doubt wish to convey its condolences to the families of the deceased.

II. Composition of the Governing Body

7. The following changes in the representation of governments have been notified to the Director-General:

The Government of Brazil has appointed as its substitute representative, in succession to Mr. A. Teixeira Valladão, Mr. Jatyri de Almeida Rodrigues, member of the Permanent Delegation of Brazil in Geneva.

The Government of Japan has appointed as its regular representative Mr. Ichiro Kawasaki, Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate of Japan to the International Organisations in Geneva, and as its substitute representative Mr. Seiji Kudo, First Secretary, Permanent Delegation of Japan to the International Organisations in Geneva, in succession to Mr. Shingo Kaite and Mr. Shoji Sato respectively.

The Government of Peru has appointed as its regular representative, in succession to Mr. M. de la Fuente Locker, Mr. Manuel Cisneros, Ambassador of Peru in Spain.

Deputy Members.

The Government of Argentina has appointed as its regular representative, in succession to Mr. Migone, Mr. Mario Raúl Pico, Envoy Extraordinary and Minister Plenipotentiary, Permanent Representative of Argentina to the International Organisations in Geneva.

Workers’ Group.

8. By letter of 21 October 1958 Mr. G. P. Delaney informed the Director-General of his resignation as a Workers’ representative on the Governing Body, with effect from 10 November 1958.

9. Article 5, paragraph 5, of the Standing Orders provides: “If a vacancy occurs among the Employers’ or Workers’ members of the Governing Body during an interval between sessions of the Conference, the Governing Body group concerned shall proceed freely to fill the vacancy, without being required to appoint the new member from among the deputy members of the Governing Body. The appointment thus made must be confirmed by the electoral college concerned at the next session of the Conference and communicated to the Conference.” It will therefore be for the Workers’ group of the Governing Body at the present session to fill the vacancy caused by the resignation of Mr. Delaney.

III. Progress of International Labour Legislation

10 and 11. [Paragraphs 10 and 11 are not reproduced here; they relate to ratification 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).

12. The ratification of the following international labour Conventions has been authorised in the following countries:

APPENDIX XVIII

— III —
Austria: Statistics of Wages and Hours of Work Convention, 1938 (No. 63).

IV. Internal Administration

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

13. Article 19 (c) of the Staff Regulations provides that—

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.

14. The following promotion is reported to the Governing Body under the above-mentioned article:

Staff at Headquarters.

Mr. Jean de Givry (French), appointed Chief of the Labour-Management Relations Division from 1 July 1958. Born 1 April 1922. University of Paris Law Degree (1941). Faculty of Law Prizeman (1942). Diplomas of higher studies in public law (1942) and political economy (1943). Responsible for the Ministry of Labour in 1945 for liaison with the I.L.O. in connexion with the organisation of the 27th Session of the International Labour Conference in Paris (October 1945). Member of the staff of the International Labour Office since 11 September 1946.

V. Publications

15. Apart from the periodicals and Conference reports the main effort of the Office’s publishing services in recent months has been devoted to the African Labour Survey, a volume of about 750 pages which is now in the press and will be available for distribution during this session of the Governing Body. This work, which is being published in English and French, was submitted in draft to the Committee of Experts on Social Policy in Non-Metropolitan Territories at its last session. It constitutes a comprehensive survey of labour and social policy in Africa south of the Sahara and is designed to serve, among other things, as the point of departure for the planning of a more comprehensive management development programme.

16. Also in course of publication is the International Standard Classification of Occupations, which will appear in English, French and Spanish in December. This will be another large volume, intended for use in connexion with the 1960 censuses as well as for other statistical purposes.

17. The report on The Problems of Non-Manual Workers, Including Technicians, Supervisory Staff, etc., which has been prepared to serve as a basis for general discussion by the Conference, will be published early in December in English, French, German, Russian and Spanish.


FIRST SUPPLEMENTARY REPORT

Proposals relating to an I.L.O. Management Development Programme

Introduction.

1. In paragraph 2 of the operative part of the resolution concerning management development, adopted at its 42nd Session, the International Labour Conference invited “the Governing Body and the Director-General of the International Labour Office, paying due regard to other calls on the resources of the Organisation, to give a high priority, both in the research and in the operational activities of the Office, in co-operation, where appropriate, with other international agencies, to action that would come closer to meeting the need for management development and training, more especially in the industrially less advanced countries”. Two other resolutions adopted at the same session of the Conference, namely those concerning manpower aspects of economic development and labour-management relations respectively, likewise requested action that called for an acceleration of the work of the I.L.O. relating to management development. These resolutions are submitted to the Governing Body under the fifth item on its agenda.1

2. In this same document relating to the fifth item on the agenda, submitted to the present session of the Governing Body, it is stated that the Director-General has under consideration the planning of a more comprehensive management development programme.2 The present paper indicates the broad lines along which the Director-General proposes to develop this programme.

3. The standard of living of a country depends to a substantial extent on how productively the managements of public and private undertakings make use of the resources at their disposal. The improvement of standards of management therefore represents a very fundamental approach to the problem of raising living standards. Better management can also contribute to a more stable society through improved relations with labour.

4. Higher productivity does not, of course, depend on management alone. It depends also on national economic policies, the level of distribution, and the co-operation of public and private undertakings. Meanwhile, however, there is a need for clearer thinking on the part of managements in an attempt to take full advantage of the possible scope of an I.L.O. management development programme. Any attempt to embark on a wide, ambitious and diffuse programme to cover all fields of management development means more than teaching the techniques of productivity improvement. Modern management recognises its responsibilities to the community and the right of workers to safe and healthy working conditions and to be treated with respect and human dignity. It also recognises that the improvement of standards of living is closely linked to the attainment of higher levels of productivity, and management development must be directed to a large extent to the inculcation of a knowledge of techniques and of an attitude of mind whereby productivity may be raised.

5. Three levels of management may be broadly distinguished. In private undertakings these are often designated as the directorate and top management, concerned with the formulation and general direction of policy; middle management, concerned with the execution of policy and the supervision of the workers; and the foreman group, also concerned with the execution of policy but distinguished from the second group by having a closer day-to-day contact with the operative labour. In public undertakings the same levels exist, sometimes under different names. The development and training needs of management in public and private undertakings are not identical but have many points in common. Management has also different functional aspects. These are sometimes separated into three groups—those pertaining to technical, administrative and social skills.

6. These distinctions provide some indication of the possible scope of an I.L.O. management development programme. Any attempt to embark on a wide, ambitious and diffuse programme to cover all fields of manage-

1 See above, Appendix V, pp. 79-80 and 81-82.
2 Ibid., paragraph 22, p. 80.
ment activity with limited resources would, however, invite failure. It is essential that the I.L.O. should select its activities carefully and concentrate its resources on chosen areas within this large field—areas in which it is or can become equipped to make a worthwhile contribution.

Basic Considerations.

8. Considerations which should determine the selection of activities for inclusion in an I.L.O. management development programme would seem to be of two main kinds:

(a) the needs of and conditions prevailing in different countries;

(b) the competence of the I.L.O. and the experience derived from work already carried out by it in this field.

9. The Conference resolution concerning management development places emphasis on the needs of the industrially less advanced countries. More information is required about the needs for management development of the various countries in this category, since they differ considerably in the degree of industrialisation and technical advancement. The gathering of information relating to such matters as the structure and types of industry, the relative proportions of large and small enterprises, the level of technical and managerial knowledge and existing facilities for training in these fields is of great importance. A good deal of information, based on the experience of I.L.O. productivity and other missions and of other agencies in this field is, however, already available. It suggests that, in helping governments, management institutes and other agencies to specialise at work in various countries to adapt the content and methods of management training developed in industrially more advanced countries to the requirements of the less developed countries, the I.L.O. should adopt a similar fundamental and practical approach with emphasis on basic principles and techniques. The precise level of teaching will, of course, depend upon the needs of the individual country and the facilities existing or established in it.

10. Other basic considerations relate to the competence of the I.L.O. and the experience already acquired by it. The Conference resolution, while expressing the view that "within the family of international organisations, the I.L.O. has the competence for spreading knowledge of sound management techniques, working conditions, and relations between management and workers", referred also to "co-operation, where appropriate, with other international agencies", and "the establishment of the I.L.O. as the principal agency responsible for raising productivity and socio-economic standards in the field of work in which relatively little has thus far been done by the I.L.O.", which is its responsibility. It is stated that the I.L.O. should confine its activities to the development, are aspects in respect of which it is suggested should be concentrated on developing and expanding, in closer co-ordination than in the past, these three types of activities. New activities may be added as needs become clearer and as wider experience is acquired.

11. The development of technical assistance under the first I.L.O. management development programme, efforts should be concentrated on developing and expanding, in closer co-ordination than in the past, these three types of activities. New activities may be added as needs become clearer and as wider experience is acquired.

12. It is suggested that, at least in the early stages of an I.L.O. management development programme, efforts should be concentrated on developing and expanding, in closer co-ordination than in the past, these three types of activities. New activities may be added as needs become clearer and as wider experience is acquired. In the main, the approach to productivity improvement has been that the specialists were doing the basic technique used is work study 1 and certain related techniques of planning and control have also been taught. Those missions which have been established for some years have found it necessary to extend training to a wider range of management activities, placing more emphasis on problems arising within the plant.

13. A variety of methods may be used, singly or in combination, for disseminating management knowledge. They fall into three groups:

(a) activities carried out in the countries or regions which are being assisted;

(b) activities involving visits by personnel from less advanced countries to those more developed in specific fields;

(c) supporting activities at I.L.O. headquarters.

The development of technical assistance under the first and second of these headings must depend on requests from governments, which have been growing from year to year.

Activities Carried Out within Less Developed Countries or Regions.

14. Under the Expanded Programme of Technical Assistance (E.P.T.A.) I.L.O. missions concerned with productivity improvement have been established in Argentina, Bolivia, Brazil, Central America (Costa Rica, Guatemala, Honduras, Nicaragua and El Salvador), Ceylon, Colombia, Egypt, Greece, Hong Kong, India, Israel, Pakistan, Poland and Tunisia. Three of the above missions have been in the nature of preliminary surveys to advise on the possibilities of further action. A mission is at present carrying out short-term demonstration projects in South-East Asia. In Yugoslavia the Federal Management and Supervisory Training Centre has been established with I.L.O. assistance. In the main, the approach to productivity improvement has hitherto been confined to the teaching and demonstration of management techniques at shop floor level and the training of specialist personnel to operate them, with short appreciation courses for managers, supervisors and line representatives to enable them to understand what the specialists were doing. The basic technique used is work study 1 and certain related techniques of planning and control have also been taught. Those missions which have been established for some years have found it necessary to extend training to a wider range of management activities, placing more emphasis on the need for sound human relations, proper working conditions and safety and fair remuneration as essential features in any drive to increase productivity. Supervisory training missions have been or are being provided in Burma, Ceylon, China, Egypt, Gambia,
in support of it. This includes, apart from the normal administrative activities, research and the supply of documentation, including training materials, to missions in the field. Among research activities it is suggested that special attention should be placed on the following:

(a) Research into the economic, industrial and social structure of specific countries or regions with a view to determining the training needs as a background to sending a mission and for purposes of determining the composition of the mission, its policy and terms of reference. Such research would include study of criteria for the selection of existing bodies for priority for training, and of questions of wage policy in relation to productivity improvement and management development, including wage systems calculated to ensure that the workers receive a reasonable share of the benefits of higher productivity; it would also involve studies of special features affecting management-labour relations and the health or safety of workers.

(b) Research into the adaptation of management techniques evolved in industrially advanced countries to the needs of those less advanced. This would include both the study of new developments in industry itself and of new training techniques in the field of management development.

Comparatively little systematic work has yet been done in either of these fields of research.

20. The preparation of training materials and other aids to missions and national centres receiving assistance from the I.L.O. is another field in which it is desirable to intensify headquarters activities. Some of the material provided might be included in local management bulletins or news sheets to be issued by the missions with the addition of local news. The limited experience so far acquired indicates that such publications can be valuable aids to the work of missions; a regional periodical, Supervisory Training News, issued by the Asian Field Office, has been in existence for some time.

21. Training manuals and handbooks in the field of management development suitable for use by missions and trainers are badly needed. A start has been made at I.L.O. headquarters with Introduction to Work Study which has proved extremely successful even in more advanced countries. A handbook on the management of small-scale undertakings with the provisional title of Higher Productivity in the Small Factory is in course of preparation. The experience so far suggests that there may be a considerable demand for other manuals on management subjects.

22. Consideration may be given to convening from time to time regional or other seminars or conferences to enable management and supervisory training specialists in industry, in government and in other agencies to exchange views and experiences. Meetings of technical experts drawn from a number of countries have already been envisaged for 1959 in the fields of productivity and labour-management relations within the undertaking, including personnel management.1

23. The role of government in a programme of management development is of great importance. As one aspect of the promotion of knowledge, on a national basis, governments might consider the establishment of a nucleus of personnel experts inside their appropriate Ministry on the lines of the Personnel Advisory Service of the United Kingdom Ministry of Labour. The institution of such services might be encouraged through the award of fellowships to government officials to be charged with the establishment of such a service.

24. It is clear that some of the activities mentioned above are more suitable to some regions or countries than to others and that certain steps should come later rather than earlier.

25. Finally, it will be recalled that in his reply to the debate on his Report to the 42nd Session of the Inter-

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1 See paragraph 29 below.
national Labour Conference, the Director-General referred to the establishment of an institution for higher social studies. At a later date, when this institution is established, consideration will be given to the possibility of offering courses or seminars in management subjects as part of its work. The inclusion of labour-management relations among these subjects would be one way of giving effect to recommendations contained in the resolution on labour-management relations adopted at the 42nd Session of the Conference, quoted in paragraph 1 above. Among other activities the convening of a meeting of directors of personnel institutes or representatives of other institutes concerned with training or research in questions of labour-management relations and personnel management is envisaged.

Co-ordination of the Programme.

26. It is considered that the time has come to weld into a more unified programme of management development the various elements in the programme of activities of the I.L.O. that have been distinguished above, namely work relating to productivity improvement and supervisory training, appropriate activities concerning labour-management relations within the undertaking and relevant work relating to occupational safety and health.

27. So far as operational activities are concerned, if the United Nations Special Fund is established, and if the I.L.O. is called upon under its auspices to provide assistance in the form of larger-scale projects than are possible under the E.P.T.A., new opportunities will present themselves for adopting a more comprehensive approach. Simultaneous and co-ordinated efforts by experts with different but complementary specialities, focused on the same group of undertakings or industries and supporting and sustaining each other, may be expected to make a larger impact than would be possible if the efforts were more dispersed. Opportunities for adopting a broader approach to operational activities in this field are much less under the E.P.T.A. because of the small scale and limited duration of most E.P.T.A. projects. Only in Egypt has it proved possible thus far to put into the field a combined productivity and vocational training (including supervisory training) mission, which provides advice and assistance also on questions of labour-management relations. Nevertheless, even under the E.P.T.A., it is believed that more can and should be done in the future to integrate different activities having a bearing on management development needed to lay before governments the advantages (a) of requesting assistance simultaneously in two or more of what have hitherto been regarded as the largely separate fields of productivity improvement, supervisory (and vocational) training and labour-management relations; and (b) of co-operating in their requests for assistance from the I.L.O. with requests for assistance in complementary specialities from the United Nations and other specialised agencies, so that more comprehensive and rounded projects can be undertaken than have been possible in the past.

28. So far as non-operational activities are concerned normal Office procedures for consultation and co-ordination will be used to develop, so far as resources permit, a unified and well-rounded programme in the field of management development along the lines suggested in this paper.

Conclusion.

29. Certain proposals already before the Governing Body have a bearing on the management development programme. These are as follows:

(a) The 1956 budget includes provision for a technical meeting on problems of productivity improvement in underdeveloped countries. In another paper submitted to the Governing Body at its present session proposals are put forward for arranging meetings for this purpose. Subject to approval of the proposed agenda by the Governing Body, problems of management development and the role of international technical assistance in contributing to a solution of these problems will be among the main subjects to be discussed. It is hoped that the meeting will provide valuable guidance to the Organisation in assessing the relative importance of different needs. Its report may provide a basis for further proposals to the Governing Body at a later date.

(b) Another meeting planned for 1956 is a bipartite technical meeting concerned with labour-management relations inside undertakings which—subject to the approval of the agenda by the Governing Body—will discuss, among other things, the position and responsibilities of the personnel department in the undertaking.

30. The Director-General may have further proposals in this field to submit to the Governing Body in connection with the 1956 budget. He will in any case submit to the Governing Body from time to time such proposals as he considers appropriate for the development of the programme. He intends to appoint on a temporary basis for a period of two to three months a management consultant to advise him on this question.

SECOND SUPPLEMENTARY REPORT

Communication to the Director-General of the I.L.O. from the U.S.S.R. Government Representative concerning the 42nd Session of the International Labour Conference

The communication printed below, which the Director-General has received from the representative on the Governing Body of the Government of the Union of Soviet Socialist Republics, is circulated for the information of all members of the Governing Body.


(Translation)

19 September 1958.

Sir,

I have the honour to transmit to you a letter from Mr. A. Arutiunian, representative of the Government of the U.S.S.R. on the I.L.O. Governing Body, together with documents from a meeting of directors of Moscow undertakings which discussed the results of the 42nd Session of the General Conference of the I.L.O.

I have the honour to be, etc.,

(Signed) B. Boldyrev,
Acting Delegate.

Letter to the Director-General of the I.L.O. from Mr. Arutiunian, U.S.S.R. Government Representative on the Governing Body

(Translation)

10 September 1958.

Sir,

I have received a letter from the Presidium of a meeting of directors of Moscow industrial undertakings and transport and construction units, which was held on 26 August. The meeting was devoted to a discussion of the results of the 42nd Session of the General Conference of the I.L.O. The letter requests me to transmit to you a Resolution adopted at the meeting, as well as a letter from the Presidium.

In accordance with this request, I have the honour to transmit to you the above-mentioned documents regarding the meeting of directors of Moscow undertakings, and to request you to distribute to the States Members of the Organisation the Resolution adopted by the meeting.

I have the honour to be, etc.,

(Signed) A. Arutiunian.

Letter to Mr. A. Arutiunian from the Presidium of the Meeting of Heads of Moscow Undertakings

(Translation)

5 September 1958.

Sir,

A meeting of heads of Moscow industrial undertakings and transport and construction units was held at the Dzerzhinsky

1 See above, Appendix XVII, p. 106.
The Meeting of heads of industrial undertakings and transport and construction units of the city of Moscow, having heard and discussed a report on the results of the 42nd Session of the General Conference of the I.L.O. and the 42nd Session of the Governing Body of the I.L.O. held on 26 August 1958, and which is contemplated by the Constitution of the I.L.O., unanimously approved the report of the Committee on Constitutional Questions, which had rightly pointed out that if the U.S.S.R. were to resume membership of the International Labour Organisation it would appoint as Employers' delegate a representative of the management of socialised undertakings in the Soviet Union.

The existence in the world of various economic systems is a fact which cannot be ignored in the work of the I.L.O. The Conference on matters of such present interest as the prohibition of child labour, the protection of working people from an objective consideration of the agenda; they did all in their power to prevent the adoption of proposals directed towards reducing international tension and preserving and strengthening peace, and indulged in slanderous attacks on the Socialist countries.

The Meeting notes further that the representatives of certain circles used the platform of the 42nd General Conference of the I.L.O. for "cold war" propaganda. These persons hindered the progress of the Conference towards making common cause with them, the Conference took an illegal decision not to accept the credentials of the delegates of the Hungarian People's Republic.

The Meeting also took an illegal decision as regards the rights of the representatives of heads of undertakings in the Soviet Union, who were not permitted to take part with full rights in the work of the Conference Committees.

The heads of industrial undertakings in the United States, Great Britain and countries making common cause with them, in their speeches in support of the resolution approved the interest of efficient international co-operation, within the framework of the I.L.O., between representatives of various social and economic systems.

The Meeting also notes further that the representatives of certain circles used the platform of the 42nd General Conference of the I.L.O. for "cold war" propaganda. These persons hindered the progress of the Conference towards making common cause with them, the Conference took an illegal decision not to accept the credentials of the delegates of the Hungarian People's Republic.

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The Meeting also took an illegal decision as regards the rights of the representatives of heads of undertakings in the Soviet Union, who were not permitted to take part with full rights in the work of the Conference Committees.
The Meeting expresses the hope that proper conditions for businesslike co-operation will be established in the I.L.O. with a view to successful performance of the high functions of reducing international tension, promoting peace and raising the living standards of the great masses of the people.

The Meeting draws the attention of the Governing Body and the Director-General of the I.L.O. to the necessity for taking all action within their power to ensure the participation of the representatives of heads of Soviet undertakings, with equal rights, in the work of the international and regional conferences and other organs of the I.L.O.

The Meeting instructs its Presidium to transmit the present Resolution to the Director-General of the I.L.O. through the representative of the U.S.S.R. on the I.L.O. Governing Body, and to request the Director-General to distribute this Resolution to the States Members of the Organisation.

THIRD SUPPLEMENTARY REPORT

Resolutions of Interest to the International Labour Organisation, Adopted by the 17th Congress of the International Federation of Christian Trade Unions (Vevey, 25-28 June 1958)

At the request of the International Federation of Christian Trade Unions, and with the agreement of the Officers of the Governing Body, the appended resolutions are circulated to the Governing Body for information.¹

FOURTH SUPPLEMENTARY REPORT

Establishment of the African Advisory Committee

Membership of the African Advisory Committee established by the Governing Body in March 1958 has now been accepted by the Governments of Belgium, France, Italy in respect of Somalia, Ghana, Liberia, the Federation of Nigeria, Portugal, the Federation of Rhodesia and Nyasaland, the Sudan and the United Kingdom. The French Government has also now indicated that it would be glad if the Governing Body would invite both the Autonomous Republic of Togoland and the Cameroons to participate in the Committee as members. It is accordingly suggested that the Governing Body might wish to ask the Director-General to invite a representative of the Government of the Autonomous Republic of Togoland and a representative of the Cameroons to participate in the Committee as members.

¹ These resolutions are not reproduced here. For the text see International Federation of Christian Trade Unions: Labor (Brussels), Vol. XXXI, Nos. 5-8, May-Aug. 1958, pp. 166-176 (published in French, German and Dutch).
APPENDIX XIX

Nineteenth Item on the Agenda: Programme of Meetings

Committee of Experts on Social Security

1. It is proposed under the seventeenth item of the agenda that a meeting of the Committee of Experts on Social Security, for which provision has been made in the 1959 budget, should be convened for 13 calendar days early in 1959. The Governing Body is invited to decide that this meeting should be held in Geneva from Monday, 26 January to Saturday, 7 February 1959.

Technical Meeting on Problems of Productivity Improvement in Underdeveloped Countries

2. It is proposed under the seventeenth item of the agenda that a Technical Meeting on Problems of Productivity Improvement in Underdeveloped Countries, for which provision has been made in the 1959 budget, should be held in Bangalore for 14 calendar days, beginning on Wednesday, 25 February. The Governing Body is requested to confirm the proposal that the Technical Meeting on Problems of Productivity Improvement in Underdeveloped Countries should begin in Bangalore on 25 February and should terminate not later than 10 March 1959.

Asian Advisory Committee (Ninth Session)

3. At the request of the Workers’ Vice-Chairman, and with the consent of the other Officers of the Governing Body, the session of the Asian Advisory Committee scheduled to be held on 24 and 25 November 1958 has been postponed, to be held in connection with the 141st Session of the Governing Body. The Governing Body is now invited to decide that the Ninth Session of the Asian Advisory Committee should be held in Geneva on Monday, 16 and Tuesday, 17 March 1959.

I.L.O. Committee on Forced Labour

4. In agreement with the members of the Committee, the Director-General has arranged for the I.L.O. Committee on Forced Labour to meet in Geneva from Monday, 16 to Wednesday, 25 March 1959. Provision for this meeting has been made in the 1959 budget. The Governing Body is requested to confirm the dates fixed for this meeting.

Meeting to Establish a Model Individual Control Book for Drivers and Assistants in Road Transport

5. Proposals are made in the report of the Committee on Industrial Committees concerning a small Meeting to Establish a Model Individual Control Book for Drivers and Assistants in Road Transport to be held early in 1959. There are no financial implications. It is proposed that the Meeting to Establish a Model Individual Control Book for Drivers and Assistants in Road Transport should be held in Geneva from Monday, 20 to Friday, 24 April 1959.

APPENDIX XX

Twentieth Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

No document was submitted to the Governing Body under this item on its agenda.
Twenty-first Item on the Agenda: Date and Place of the 141st Session of the Governing Body

1. It is proposed that the Committee to Consider the Improvement of the Methods of Working of the International Labour Conference should meet in Geneva for its third session from Monday, 23 to Friday, 27 February 1959.

2. It is proposed that the Committee on Freedom of Association should meet on part of Friday, 27 February and on Saturday, 28 February.

3. It is proposed that the meetings of the Financial and Administrative Committee and of the other committees of the Governing Body in connection with the 141st Session should be held from Monday, 2 March to Monday, 9 March and that the 141st Session of the Governing Body should be held in Geneva from Tuesday, 10 to Friday, 13 March 1959.

4. The Governing Body is invited to approve the arrangements proposed above for the 141st Session.

5. Under the general programme of I.L.O. meetings a proposal is made for the Ninth Session of the Asian Advisory Committee, postponed from November 1958, to be held on Monday, 16 and Tuesday, 17 March 1959. These dates are suggested in order to avoid clashing with the meetings of the Committee on Freedom of Association, to be held before the full session of the Governing Body, in view of the overlapping membership of these two Committees.

6. For the convenience of members of the Governing Body provisional dates are suggested for the other sessions of the Governing Body to be held during 1959 as follows:
   142nd Session: Monday, 25 to Saturday, 30 May 1959 (and a sitting immediately following the close of the 43rd Session of the International Labour Conference).
   143rd Session: Monday, 9 to Saturday, 21 November 1959.

7. The Governing Body is invited to approve the above-mentioned provisional dates for the 142nd and 143rd Sessions, which include the meetings of Governing Body committees, subject to confirmation by the Governing Body in due course.

Supplementary Item on the Agenda: Proposal from the United States Government Representatives concerning a Regular Review of I.L.O. Programmes

This proposal is not reproduced there. It will be printed as Appendix III to the Minutes of the 141st Session of the Governing Body.
APPENDIX XXIII

Alphabetical List of Persons Attending the Session

AGO, Roberto (Italian), Government representative; Professor of International Law, Rome University; representative of the Italian Government on the Governing Body.

AL-AANI Othman (Iraqi), Government representative (substitute for Mr. Jawad); Consul-General of Iraq in Geneva.

AMBERAK, Gangadhar D. (Indian), Workers’ representative; General Secretary, Rashtriya Mill Mazdoor Sangh, Bombay.

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.

BANERJEE, A. P. (Indian), Workers’ representative; President of the All India Mill Workers’ Federation.

BARBOZA-CARNEIRO, Pierre, representative of the World Health Organization, accompanying Mr. Chishtyakov.

BERTRAND, Gullmar (Swedish), Employers’ representative; Principal Assistant (International), British Employers’ Confederation; substitute for Sir Richard Snedden, Employers’ representative.

BERGENSTRÖM, Marcel, observer representing the International Labour Organization, accompanying Mr. Bertrand.

BETTINI, Emilio, representative of the Intergovernmental Committee for European Migration (Chief, Department of Plans and Liaison).

BIOCOBO, Jose (Philippine), Government representative; Chairman, Code Commission; representative of the Philippine Government on the Governing Body.

BOCRIO, Ifigenia, observer representing the World Federation of Trade Unions; Permanent representative in Geneva of the W.F.T.U.


BOSON, Marcel, observer representing the International Co-operative Alliance.

BOUGUET, Robert (French), Workers’ representative; General Secretary, General Confederation of Labour (Force ouvrière).


BRAVO CARO, Enrique (Mexican), Government representative (substitute for Mr. Calderón Puig); Counsellor, Permanent Delegation of Mexico to the international organisations in Geneva.

BURNE, Lewis Charles, C.B.E. (Australian), Employers’ representative; President of the Australian Council of Employers’ Federations and of the Victorian Employers’ Federation.

CAMAJE, Ignacio (Chilean), Government representative; Permanent Delegate of Chile to the international organisations in Geneva; representative of the Government of Cuba on the Governing Body.

CAMPANELLA, Pietro (Italian), Employers’ representative; member of the Board of the General Confederation of Italian Industry.

CARD, Richard, representative of the Organisation for European Economic Co-operation (Manpower Committee).

CASSELS, John Seton (United Kingdom), Assistant Principal, Ministry of Labour and National Service, accompanying Sir Guildaume Myrddin-Evans, Government representative.

CHERIF, Habib (Tunisian), Government observer; Regional Labour Inspector, Tunis.

CHISTYAKOV, Anatoly S. (U.S.S.R.), Government representative (substitute for Mr. Arutiunian); Minister Plenipotentiary; Permanent Representative of the U.S.S.R. to the European Office of the United Nations.

CISNEROS, Manuel (Peruvian), Government representative; Ambassador of Peru in Spain; representative of the Government of Peru on the Governing Body.

CLAUSSEN, Wilhelm (German, Federal Republic), Government representative; Secretary of State, Ministry of Labour and Social Affairs; representative of the Government of the Federal Republic of Germany on the Governing Body.

CREELMAN, Lyle, Chief, Nursing Section, World Health Organisation, accompanying Mr. Bertrand.

CRIJNS, L. H. J., Chief of the Labour Problems Division, European Economic Community, accompanying Mr. de Muynck.

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. Hauck, Government representative.

DE BUCK, Nathalis (Belgian), Workers’ deputy member; National Secretary of the Belgian Federation of Labour.

DE MUYNCK, G., representative of the European Economic Community (Director-General of Social Affairs).

DIAZ SALAS, Juan (Chilean), Employers’ representative; Secretary-General of the Confederation of Production and Commerce.
DUDLEY-MARTIN, William, Assistant to the Secretary-General of the International Organisation of Employers, accompanying Mr. Emery.

DÜNDAR, Haydar (Turkish), Employers' deputy member; President of the Board of Directors, Izmir Chamber of Commerce.

DUNNING, GUESSOUS, Abdelhamid (Moroccan), Government deputy member; Director, Employers' Federation for Industrial Relations and Housing; substitute for Mr. Michanek, Government representative.

DREYER, Erik (Danish), Government deputy member; Permanent Secretary of State, Ministry of Social Affairs.

ÉBEN, Evžen (Czechoslovak), Government representative; President, State Social Security Office; representative of the Czechoslovak Government on the Governing Body.

ERMANN, Ernst-Gerhard (German, Federal Republic), Employers' deputy member; Chief of the International Social Policy Division, Confederation of German Employers' Associations.

ERNST, H. (German, Federal Republic), Senior Counsellor, Ministry of Labour and Social Affairs, accompanying Mr. Clausen, Government representative.

ERMAN, Faria Hugo Araujo (Brazilian), former Minister of Labour; substitute for Mr. Barboza-Carneiro, Government representative.

FAUL, Rudolph (United States), Workers' representative; International Representative, International Association of Machinists.

FENNEMA, Antony Gerardus (Netherlands), Employers' deputy member; Director, Employers' Federation for International Labour Affairs.

DE LA FUENTE LOCKER, Max (Peruvian), Minister Plenipotentiary; Permanent Representative of Peru to the European Office of the United Nations and the international organisations in Geneva; substitute for Mr. Cisneros, Government representative.

GELLER, Gregor (German, Federal Republic), Director, Ministry of Labour and Social Affairs; substitute representative of the Government of the Federal Republic of Germany on the Governing Body.

GAYDOUR, 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.

GRACEY, Margaret F. (United Kingdom), Principal, Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

GUSSOUS, Abdelhamid (Moroccan), Government deputy member; Labour Inspector; Attaché de Cabinet, Ministry of Labour and Social Affairs.

HAFTZ, Dr. H., Medical Liaison Officer, World Health Organisation, accompanying Mr. Bertrand.

HIGHT, F. A., Special Assistant in the Office of the Executive Secretary, Contracting Parties to the General Agreement on Tariffs and Trade, accompanying Mr. Royer.

HARAGUCHI, Yukitaka (Japanese), Workers' deputy member; President, General Council of Trade Unions of Japan.

HAUCK, Henry (French), Government representative (substitute for Mr. Ramadier); Minister Plenipotentiary; Labour Attaché in the French Embassy, London; substitute representative of the French Government on the Governing Body.

HAYTHORNE, George V. (Canadian), Government representative; Assistant Deputy Minister of Labour; substitute representative of the Canadian Government on the Governing Body.

HEINRICH, Sten-Eric (Swedish), Chief of the International Relations Section, Ministry of Social Affairs, Labour and Housing; substitute for Mr. Michanek, Government representative.

HÖLKEN, Johan (Swedish), Secretary, Swedish Employers' Confederation, accompanying Mr. Bergström, Employers' representative.

JAY, R. Harry (Canadian), First Secretary, Canadian Permanent Mission to the European Office of the United Nations; substitute for Mr. Haythorne, Government representative.

JIMÉNEZ SUÁREZ, Victor (Colombian), Government observer; Minister, Permanent Representative of Colombia to the European Office of the United Nations.

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KUNTSCHEN, Charles (Swiss), Employers' deputy member; Secretary, Central Federation of Swiss Employers' Associations.

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LAMBERT, Lamberto, Director of Manpower, European Economic Community, accompanying Mr. De Maynck.


LODGE, George C. (United States), Government representative; Assistant Secretary of Labour.

LUJÁN, Angel Francisco (Venezuelan), First Secretary, Permanent Delegation of Venezuela to the international organisations in Geneva, accompanying Mr. Rivas, Government observer.

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McPherson, Mary (Australian), Permanent Mission of
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Mainwaring, John (Canadian), Chief, Labour Manage-
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Makarевич, Igor N. (U.S.S.R.), Second Secretary,
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Marcovecchio, Salvador (Argentine), Workers' substi-
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Mermilod, Louis (French), International Relations
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Millaud, Maurice, Chief of the European Office of
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Mullen, Otis E. (United States), Deputy Director,
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O'Brien, John (Irish), Employers' deputy member;
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Patteet, Herman, observer representing the Interna-
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Pelisson, Pierre (French), Inspector-General of Labour
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Pequeno, Syndulpho de Azvedo (Brazilian), Workers' represen-
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Père, René (Belgian), Government representative,
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Pico, Mario Raúl (Argentine), Government representa-
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Pinilla, Antonio (Peruvian), Employers' deputy mem-
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Purpura, Rosario (Italian), Director-General of Indus-
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Rahardt, Ernest K., Deputy Chief, Department of
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Rahim, J. A. (Pakistani), Government representative;
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Rehling, Clinton, External Liaison Officer, accompa-
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Ribeira da Cunha, Alexandre (Portuguese), Government
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Richter, Willi (German, Federal Republic), Workers' represen-
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Rivas, Víctor Manuel (Venezuelan), Government observ-
er; Minister; Permanent Delegate of Venezuela to the
international organisations in Geneva.

Roberts, Sir Alfred, C.B.E., J.P. (United Kingdom);
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Congress General Council; Vice-Chairman of the Gov-
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Royé, Jean, representative of the Contracting Parties
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Saboroso Montoya, Arturo (Peruvian), Workers' substi-
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Saintigny, Gabriel (French), member of the Paris
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Sánchez Madariaga, Alfonso (Mexican), Workers' repre-
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SAUVAGE, M. (Belgian), Chargé de mission, Private Office of the Minister of Labour, accompanying Mr. Pêtre, Government representative.

BEN SEDDIK, Mahjoub (Moroccan), Workers' deputy member; General Secretary, Moroccan Federation of Labour.

SHAW, Patrick (Australian), Government deputy member; Australian Ambassador to the Federal Republic of Germany; representative of the Australian Government 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. Chistyakov, Government representative.


SNEDDEN, Sir Richard, C.B.E., LL.D. (United Kingdom), Employers' representative; Chairman of the International and Industrial Relations Standing Committees 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. Pêtre, Government representative.

STAHN, Jaroslav (Czechoslovak), Permanent Czechoslovak Mission in Geneva; substitute for Mr. Erban, Government representative.

STOKMAN, Father J. G., O.F.M., M.P. (Netherlands), accompanying Mr. Pêtre, Government representative.

STOYANOV, Todor Dimov (Bulgarian), Government observer; Third Secretary, Permanent Mission of the People's Republic of Bulgaria accredited to the European Office of the United Nations.

TATA, Naval H. (Indian), Employers' representative; Director of Tata Industries Ltd., Bombay.

THOMAS, Fritz (German, Federal Republic), Senior Counsellor, Ministry of Labour and Social Affairs, accompanying Mr. Claussen, Government representative.

THONDAMAN, S. (Ceylonese), Workers' substitute deputy member; President, Ceylon Workers' Congress.

TOBIAS, George (United States), Attaché for International Labor Affairs, U.S. Resident Delegation and Consulate-General in Geneva, accompanying Mr. Lodge, Government representative.

TORO, Fermín (Venezuelan), Counsellor, Permanent Delegation of Venezuela to the international organisations in Geneva, accompanying Mr. Rivas, Government observer.

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, substitute for Mr. Parker, Employers' representative.

VEJLBY, A. (Danish), Acting Chief of the International Relations Division, Ministry of Social Affairs, substitute for Mr. Dreyer, Government representative.

WALINE, Pierre (French), Employers' representative; General Delegate, Federation of Metal and Mining Industries; Vice-Chairman of the Governing Body.

WALLIN, Michel Paul Louis (Belgian), Counsellor, Ministry of Labour, accompanying Mr. Pêtre, Government representative.

WEDDE, Klaus (German, Federal Republic), Secretary of the International Department, German Confederation of Trade Unions, accompanying Mr. Richter, Workers' representative.

YLLANES RAMOS, Fernando (Mexican), Employers' representative; member of the Board of Directors and Executive Committee of the Confederation of Chambers of Industry of Mexico.

Yü, Tsune-chi (Chinese), Government representative; Ambassador of the Republic of China to Italy and Spain; representative of the Chinese Government on the Governing Body.

ZEMPIL, 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.

ZOFLA, Borek, Geneva Office of the International Confederation of Free Trade Unions, accompanying Mr. Patteet.

ZÖNIGA, Carlos A. (Honduran), Employers' substitute deputy member; Secretary, Chamber of Commerce and Industry of Honduras.
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