INTERNATIONAL LABOUR OFFICE

MINUTES

OF THE

142nd SESSION

OF

THE GOVERNING BODY

GENEVA, 29 AND 30 MAY AND 9, 10 AND 26 JUNE 1959
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The Governing Body of the International Labour Office

MINUTES OF THE 142ND SESSION

The 142nd Session of the Governing Body of the International Labour Office was held in Geneva on Friday, 29 and Saturday, 30 May, and on Tuesday, 9, Wednesday, 10 and Friday, 26 June 1959.

The Governing Body was composed as follows during the first part of the session:

Chairman: Mr. BARBOZA-CARNEIRO.

Government group:

Belgium: Mr. Josz.
Brazil: Mr. FARIA.
Canada: Mr. HAYTHORNE.
Chile: Mr. DROGUETT DEL FIERRO.
China: Mr. Yü.
Czechoslovakia: Mr. ERBAN.
France: Mr. RAMADIER.
Federal Republic of Germany: Mr. CLAUSSEN.
India: Mr. MERANI.
Iraq: Mr. KITTANI.
Italy: Mr. AGO.
Japan: Mr. KAWASAKI.
Mexico: Mr. CALDERÓN PUIG.
Pakistan: Mr. DEHLAVI.
Peru: Mr. CAMPANELLA.
Philippines: Mr. RAPID.
Sweden: Mr. BJÖRCK.
Union of Soviet Socialist Republics: Mr. GOROSH.
United Kingdom: Sir Guildhaume MYRDDIN-EVANS.
United States: Mr. LODGE.

Employers' group:

Mr. BERGENSTRÖM.
Sir Lewis BURNE.
Mr. CAMPANELLA.
Mr. DIAZ SALAS.
Mr. GHAYOUR.
Mr. PARKER.
Sir Richard SNEDDEN.
Mr. TATA.
Mr. WALINE.
Mr. YLLANES RAMOS.

Workers' group:

Mr. AMBEKAR.
Mr. BOTHEREAU.
Mr. DE BOCK.
Mr. FAUPL.
Mr. NIELSEN.
Mr. PEQUENO.
Mr. RICHTER.
Sir Alfred ROBERTS.
Mr. SÁNCHEZ MADARIAGA.
Mr. BEN SEDDIK.

The following members were present only at the sittings held during June:

Government group:

Sweden: Mr. MICHANEK.

Employers' group:

Mr. CAMPELL.
Mr. WHITLOCK (substitute for Sir Lewis BURNE).

Workers' group:

Mr. AHMAD.

The following regular representatives were absent:

Government group:

Philippines: Mr. BOCOBO.

Workers' group:

Mr. MONK.

The following deputy members, or substitute deputy members, were present at all the sittings, or at certain sittings only:

Government group:

Argentina: Mr. PICO.
Australia: Mr. SHAW.
Cuba: Mr. CAMEJO ARGUDÍN.
Denmark: Mr. DREYER.
Morocco: Mr. GUSSOUS.
Portugal: Mr. RIBEIRO DA CUNHA.
Switzerland: Mr. KAUFMANN.
Thailand: Mr. HUVANANDANA.
United Arab Republic: Mr. KAMEL.
Uruguay: Mr. POMÉS.

Employers' group:

Mr. MISHIRO.
Mr. ERDMANN.
Mr. O'BRIEN.
Mr. VAN LINT.
Mr. NASR.
Mr. MAUTNER-MARKHOF.
Mr. VÉGH GARZÓN.

Workers' group:

Mr. BECKER.
Mr. HARAGUCHI.
Mr. KACHICO.
Mr. KYRIAKOPOULOS.
Mr. MöRI.
Mr. RUPPERT.
Mr. Sabrosso Montoya.
Mr. Shiita.
Mr. Thondaman.

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

Bulgaria: Mr. Stoyanov.
Hungary: Mr. Zador.
Venezuela: Mr. Tarre Murzi.
Yugoslavia: Mr. Makiedo.

There were also present:

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

Representatives of international governmental organisations:

United Nations: Mr. Spinelli.
World Health Organisation: Dr. Bravo.
General Agreement on Tariffs and Trade: Mr. Royer.
Intergovernmental Committee for European Migration: Mr. Bettini.
Organisation for European Economic Co-operation: Mr. Card.

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. Al-Wali, substitute for Mr. Kittani.
Mr. Aponte, accompanying Mr. Tarre Murzi.
Miss Baverstock, accompanying Mr. Bettini.
Mr. Bellingham-Smith, substitute for Sir Richard Snedden.
Mr. Borisov, accompanying Mr. Goroshkin.
Mr. Brana, substitute for Mr. Pico.
Mr. Bravo Caro, accompanying Mr. Calderon Puig.
Mr. da Costa Freitas, accompanying Mr. Ribeiro da Cunha.
Mr. de Curton, accompanying Mr. Ramadier.
Mr. de Long, accompanying Mr. Lodge.
Mr. Dudley-Martin, accompanying Mr. Emery.
Mr. Dunning, accompanying Sir Alfred Roberts.
Mr. Ernst, accompanying Mr. Clausen.
Mr. de la FuenteLocker, substitute for Mr. Cisneros.
Mr. Geller, substitute for Mr. Clausen.
Mr. Glozar, accompanying Mr. Erban.
Dr. Hafezi, accompanying Dr. Bravo.
Mr. Haight, accompanying Mr. Royer.
Mr. Hauck, substitute for Mr. Ramadier.
Mr. Heider, accompanying Mr. Richter.
Mr. Heinrici, accompanying Mr. Michanek.
Mr. Hodge, substitute for Mr. Shaw.
Mr. von Holten, accompanying Mr. Bergstrom.
Mr. Jay, substitute for Mr. Haythorne.
Mrs. Kandiorina, accompanying Mr. Goroshkin.
Mr. Kudo, substitute for Mr. Kawasak.
Mr. Lasasse, accompanying Mr. Emery.
Mr. Lee, substitute for Mr. Yu.
Mr. Maher, accompanying Sir Guildhaume Myrded-Evans.
Mr. Mainwaring, accompanying Mr. Haythorne.
Mr. Makarevitch, accompanying Mr. Goroshkin.
Mr. Makeev, accompanying Mr. Goroshkin.
Mr. Mermilod, accompanying Mr. Waline.
Mr. Mochi-Onori, substitute for Mr. Campinella.
Mr. Mulliken, accompanying Mr. Lodge.
Mr. Oshima, accompanying Mr. Kawasak.
Mr. Pavlik, substitute for Mr. Erban.
Mr. Pelisson, accompanying Mr. Ramadier.
Mr. Posteroado, accompanying Mr. Ago.
Mr. Purpura, substitute for Mr. Ago.
Mr. Rehling, accompanying Mr. Spinelli.
Mr. Richardson, accompanying Sir Guildhaume Myrded-Evans.
Mr. Robertson, accompanying Sir Guildhaume Myrded-Evans.
Mr. Saintigny, accompanying Mr. Waline.
Mr. Sautin, accompanying Mr. Goroshkin.
Mr. Seidman, accompanying Mr. Faupl.
Mr. Shkunaev, accompanying Mr. Goroshkin.
Mrs. Sigsworth, accompanying Sir Guildhaume Myrded-Evans.
Mr. Soumah, accompanying Mr. Eggermann.
Rev. Father Stokman, accompanying Mr. Josz.
Mr. Tanikawa, accompanying Mr. Mishiro.
Mr. Thomas, accompanying Mr. Clausen.
Mr. Tobias, accompanying Mr. Lodge.
Mr. Vanek, accompanying Mr. Emery.
Mr. Van Meter, substitute for Mr. Parker.
Mr. Vejlby, substitute for Mr. Dreyer.
Mr. Wallin, substitute for Mr. Josz.
Mr. Zempek, substitute for Mr. Lodge.
Mr. Zofka, accompanying Mr. Patteet.
The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Agó, Mr. Ambekar, Mr. Bellingham-Smith, Mr. Bergenström, Mr. Björlinck, Mr. Botherau, Sir Lewis Burne, Mr. Calderón Puig, Mr. Campa­nella, Mr. Cisneros, Mr. Clausen, Mr. De Bock, Mr. Dehlavi, Mr. Díaz Salas, Mr. Droguett del Fierro, Mr. Erban, Mr. Faria, Mr. Faupl, Mr. Ferrer, Mr. Ghayour, Mr. Goroshkin, Mr. Hay­thorne, Mr. Josz, Mr. Kawasaki, Mr. Kittani, Mr. Lodge, Mr. Merani, Sir Gualdaume Myrddin Evans, Mr. Nielsen, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Mr. Richter, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. Ben Seddik, Mr. Tata, Mr. Waline, Mr. Yllanes Ramos, Mr. Yü.

Opening of the Sitting

The Chairman welcomed members, in particular those attending the Governing Body for the first time or returning after an absence, and the representatives of international organisations.

First Item on the Agenda

Approval of the Minutes of the 141st Session

Mr. Goroshkin said that the U.S.S.R. Government representative would submit a correction in writing. Subject to the insertion of the corrections received by the Director-General, the Governing Body approved the minutes of the 141st Session.

Second Item on the Agenda

Agenda of the 45th (1961) Session of the International Labour Conference

Mr. Waline said that the Employers' group had no objection to law and practice reports being submitted on equality of treatment of nationals and non-nationals (social security), vocational training, and employment of young persons in underground work, in mine of all kinds. With regard to the more detailed proposals to be submitted by the Director-General for a general discussion by the Conference on employment problems and policies, the Employers' group had no objection of principle to such proposals being submitted, but hoped that the Director-General would select questions which were indisputably within the scope of the Organisation, bearing in mind that its activity was essentially social and that there were other international organisations to deal with the specifically economic aspects of problems. In this connection, paragraphs 7, 9 and 11 of the Office document gave rise to particular misgivings.

The question of the prohibition of the sale and hire of inadequately guarded machinery was not new; it was extremely difficult and complex, and he doubted whether the evidence available showed that the I.L.O. had made sufficient progress in this field for the subject to be ripe for discussion. Moreover, the Employers' group seriously doubted, as a matter of principle, whether the I.L.O. was competent to deal with questions of sale and hire.

Mr. Merani supported the submission of more detailed proposals on the important subject of employment problems and policies, and hoped that the law and practice report on vocational training would cover operational activities. He was in favour of the report on the item relating to the prohibition of the sale and hire of inadequately guarded machinery being widened so as to make it possible, while retaining the central theme, for the Conference also to have a discussion leading to conclusions on the general question of safety in industry, in addition to any Recommendation that might be adopted on the specific subject of machinery. Such a discussion and the resultant conclusions would enable the human factors, so important in the industrialising countries, to be taken into account and would make it possible for the knowledge of the experts attending the Conference as advisers to be more widely and fully utilised.

Mr. Goroshkin said that his Government had no objection to law and practice reports or more detailed proposals on all the suggested questions being submitted to the 143rd Session. Of these questions, the most important was that of employment problems and policies, in view of the mass unemployment in many capitalist countries, the expressed concern of the international trade union organisation, and the need for the I.L.O. to propose effective ways of lessening unemployment. He therefore urged that the subject be placed on the agenda with a view to the adoption of an international instrument prescribing both international and national action, and not for general discussion. His second preference was for the question of the employment of young persons in underground work, and his third for vocational training, followed by equality of treatment for nationals and non-nationals in social security and the prohibition of the sale and hire of inadequately guarded machinery, in that order.

Mr. Shaw supported the preparation of law and practice reports or more detailed proposals on all of the suggested questions. Recalling his previous remarks in favour of placing on the Conference agenda the question of the remodelling of the international labour Conventions on social security, he asked that the report of the Director-General on Equality of Treatment of Nationals and Non-Nationals be accompanied by a paper on the remodelling of the earlier international Conventions on social security. This was a subject of particular interest to those countries which possessed advanced social security systems operating on a non-contributory
basis in contrast to the contributory schemes which were all that existing Conventions contemplated. The further report of the Director-General should enable the Governing Body at its 143rd Session to decide what social security item, if any, should be placed on the 1961 agenda.

Sir Alfred Roberts said that the Workers' group supported the preparation of law and practice reports or more detailed proposals on all the suggested questions. In reply to Mr. Waline's remarks on employment problems and policies, he pointed out that economic factors were very often the cause of the purely social aspects of employment problems, could not be divorced from them, and were within the competence of the I.L.O. He thought that Mr. Goroshkin had misunderstood the purpose of this proposal, and he believed that the question should be discussed with a view to the adoption of long-term conclusions, to be widely disseminated among international organisations, thus focusing world attention on the specific problem of a dynamic without a progressive decline in international trade in textiles. If this kind of concentration on particular industries continued in the developing countries over a period of years, it could only lead to a concentration of manpower in areas of industrialisation which would very shortly be found unable to give full employment to the workers who had been brought in from the countryside to man them, with tragic consequences. Other aspects of change in the developing countries, including the introduction of automation, would also have to be dealt with.

The report of the Committee of Social Security Experts had recommended that priority be given to the establishment of an international instrument on social security for migrant workers; he was satisfied that if the Director-General produced a paper on the lines suggested by Mr. Shaw, it would be found that it would not be practicable for the revision of international social security Conventions to be dealt with at the same time.

The question of the prohibition of the sale and hire of inadequately guarded machinery should certainly be expanded to cover the use of such machinery, and a wider field of safety in industry, though perhaps not quite so wide as that suggested by Mr. Merani, as it might then be difficult to arrive at satisfactory specific conclusions. He hoped that the law and practice report would take account of both directions in which it had been suggested that this item could be widened.

Mr. Erban agreed that law and practice reports or more detailed proposals should be prepared on all the suggested questions. For the workers, the most important was the question of employment problems and policies, in view, inter alia, of the millions of unemployed in many countries, underemployment in the underdeveloped countries, and the complications caused by the rural exodus. One of the gravest obstacles to expanding employment was created by barriers to international trade, and the Czechoslovak delegation had therefore submitted a resolution on this subject to the 43rd Session of the Conference; he hoped that the Office would give attention to this aspect in the law and practice report. All the international trade union organisations should be consulted in the preparation of the report, in addition to the organisations mentioned in paragraph 12 of the Office document.

Sir Guildhaume Myddin-Evans agreed that papers should be prepared on all the suggested questions. There appeared to be general agreement that the most important was the employment item; as the Conference would not be discussing this until 1961, and as unemployment could strike quite suddenly, it would be desirable for the more detailed proposals to be couched in such a way as to give the Governing Body an opportunity of clearly defining the scope of the item. On the social security items, he shared Mr. Shaw's views to some extent, and thought that it would be useful for the Governing Body to be provided with the kind of paper which he had suggested.

With regard to the prohibition of the sale and hire of inadequately guarded machinery, there was much in favour of an expansion of the item to include safety generally as suggested by Mr. Merani. Whereas the prohibition of the use of inadequately guarded machinery could, to some extent, be dealt with by international standards, the question of the prohibition of the sale and hire of such machinery was an extremely difficult one. He thought that the Governing Body should keep an open mind, therefore, as to whether it might not be desirable to decide, when the time came, on a general discussion of the whole item, expanded as suggested by Mr. Merani, in the widest sense.

Mr. Bergenström favoured Mr. Merani's suggestion of a general discussion of safety in industry, in view of the importance of the subject both for the developed and the developing countries. However, he did not believe that such a discussion could be satisfactorily combined with the restricted technical question suggested in the Office document, and as he shared the misgivings which had already been expressed as to the feasibility of standards relating to the sale and hire of machinery, he hoped that the Director-General in his report to the 143rd Session would take into consideration the question of a general discussion on safety in industry as an item for the 1961 agenda.

Mr. Lodge supported the preparation of law and practice reports or more detailed proposals on all the suggested questions, the most important of which was that of employment problems and policies. The general discussion should cover underemployment, unemployment, the creation of employment opportunities, and the relation of employment to economic, social and technological changes. He also attached particular importance to the question of vocational training, in view of the changes, including accelerated technological progress, the raising of the school-leaving age and new forms and concepts of apprenticeship and training generally, which had occurred during the 20 years since the Conference had last considered the question. He hoped that the paper to be presented to the 143rd Session would be drafted in such a way as to help the Governing Body to consider broadening the item so
as to cover operational activities; discussion of these activities by the training experts who would be attending the Conference might point to ways in which the I.L.O. could assist countries to implement international instruments.

He shared the misgivings which had been expressed as to the practicability of regulating the sale and hire of inadequately guarded machinery by international standards and therefore endorsed the suggestions which had been made both by Mr. Merani and Sir Guildhaume Myrddin-Evans regarding the broadening of the item in the report to be submitted to the 143rd Session, so as to make it more useful in a general way.

Mr. Tata had no objection to any of the suggested questions. It would be desirable for the paper on employment problems and policies to concentrate on specific problems, such as the impact of economic imbalance on employment potential, a glaring example of which had been given by Sir Alfred Roberts, and the problem of the educated unemployed. Conversely, the question relating to inadequately guarded machinery was too narrowly worded and he agreed with Mr. Merani that it would be desirable for it to be widened. He wondered, however, whether it would not be preferable to adopt a regional approach to the wider subject of safety generally, through regional conferences and meetings of experts, thus making it possible to concentrate on parts of the world which had not reached the high standards of efficiency in safety measures already attained elsewhere.

Mr. Haythorne supported the submission of law and practice reports or more detailed proposals on all the suggested questions. While he agreed that it would be desirable as far as possible to narrow down the question of employment problems and policies to specific aspects on which discussion would be most productive, the subject was extremely complex and did not always lend itself to detailed treatment, as employment problems varied greatly from one area to another. However, he could not agree that the I.L.O. had no interest in the economic aspects of the problem; employment and manpower considerations constituted some of the variables which, together with resources, problems of investment and questions of industrial organisation, must fit into over-all plans and policies of total economic development, and must inevitably be taken into account in discussing the item as a whole. It was therefore important that the further paper should enable the Governing Body to make a wise selection of the kind of questions that the Conference might most usefully examine in its general discussion. Vocational training was also a complex item, and while he did not object to Mr. Lodge's suggestion that it be broadened, he hoped that the Governing Body would define as clearly as possible the most useful areas of discussion. The suggestions for broadening the safety item were also good, and he hoped that the particular suggestion made by Sir Guildhaume Myrddin-Evans that the whole subject in its narrower and wider aspects be dealt with in general discussion would be given further consideration.

Mr. Ghayour thought that discussion by the Conference of the sale and hire of inadequately guarded machinery would not be fruitful; the only effective radical measure would be inspection of the machines as they left the factory. Again, to deal with sale and hire alone would create complex international legal problems since under such international standards, action would lie not against the employer using the unguarded machine but against the firm in another country from which he had bought it. It would therefore be preferable to broaden this item to cover the general problem of safety in industry.

Mr. Ramadier urged the importance of the question of employment problems and policies. He hoped that this item would be adopted for the 1961 agenda and that the discussion at the Conference would be as general and range as widely as possible. The suggestion that specific aspects should be discussed with a view to defining particular solutions to particular problems had merits, but effect could best be given to it in Industrial Committees and Regional Conferences.

Mr. Nasr said that paragraph 7 of the Office document concentrated on two aspects of the question of employment problems and policies, namely international action and economic factors, but failed to draw attention to a third aspect which he regarded as very important, namely the effects of employment policies on the social structure and cultural patterns of developing countries whose traditional systems of employment and economic activity were being changed with unprecedented rapidity. The same sort of consideration applied to the question of vocational training, which had often not been successful in underdeveloped countries because it had been no more than an attempt to superimpose an alien type of knowledge on people whose general scientific and cultural background was very different from that in the countries in which the training methods had been perfected. He hoped that these points would be borne in mind in the further papers on these subjects.

Mr. Josz supported the submission of law and practice reports or more detailed proposals on all the suggested questions. With regard to the discussion of employment problems and policies he hoped that it would not be confined to the admittedly important area of the effect of economic development on employment, but would also take account of the technical aspects of manpower policy in which the I.L.O. was peculiarly competent. If his suggestion were adopted, it should be possible at the 143rd Session for the Governing Body to select a certain number of economic, technical and social aspects of employment policies for detailed and specific examination by the Conference, so as to avoid the field of discussion becoming too vast.

He welcomed the suggestions which had been made that there should be a general discussion of the problem of industrial safety by the Conference, but he hoped that this would not replace the more limited technical item of the sale and hire of inadequately guarded machinery, an area in which practical progress could be made.

Mr. Kamel attached importance to the widening of the scope of the item dealing with the sale and hire of machinery to cover safety in industry. An exchange of experience, information and ideas in the latter field would assist rapidly industrialising countries to improve their capacity for preventing accidents.

Sir Alfred Roberts said that the Workers' group would be opposed to expanding the question of the
prohibition of the sale and hire of inadequately guarded machinery to such an extent that the discussion at the Conference would become so general as to lead to no definite conclusions. He hoped that the scope of the question would be broadened, particularly to cover the use of machinery, which was the real point at issue, and yet that the discussion would lead to a precise instrument which would have an immediate effect on the reduction of accidents.

Mr. Mervani said that the item as at present defined might be the central theme of a broadened report. He thought that it would not be possible for the Conference itself to take a regional approach as had been suggested by Mr. Tata.

Mr. Lodge suggested that in view of the discussion the Director-General might consider wording this item as "the prohibition of the use of inadequately guarded machinery".

With a view to determining the agenda of the 45th (1962) Session of the International Labour Conference, the Governing Body decided that at its 143rd Session (November 1960) it should receive (a) more detailed proposals for general discussion by the Conference of employment problems and policies, and law and practice reports on the following subjects: (b) equality of treatment of nationals and non-nationals (social security); (c) vocational training; (d) prohibition of the sale and hire of inadequately guarded machinery; and (e) employment of young persons in underground work in mines of all kinds, it being understood that in preparing his reports and more detailed proposals the Director-General would take into consideration the views which had been expressed during the discussion.

THIRD ITEM ON THE AGENDA

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

Relationship Between the Conference in Plenary Sitting and the Committees of the Conference.

Mr. Ago said that the Committee's recommendation in fact went no farther than an invitation to the Conference to apply in practice article 40 (1) of its Standing Orders and hold "a debate in full Conference on the general principles of the suggested Convention or Recommendation". The Committee had considered that the present practice had disadvantages and that it would be desirable for the Conference to reserve to itself the consideration of, in particular, the form of the instrument and certain matters relating to its scope and general character. Thus, the form of the instrument would be voted on by the Conference prior to the discussion of its content in a Conference committee.

Mr. Kawasaki endorsed the Committee's proposals. The present practice was undesirable in that decisions taken by Conference committees were seldom, if ever, revised or altered in plenary sitting. The Japanese Government would wish to see the proposal put into practice at the coming session of the Conference.

Mr. Waline said that although the Committee had been unanimous in making its recommendation, after subsequent discussion with his colleagues, and on reflection, he had come to think that it might have disadvantages. The Employers' group had always maintained that it was preferable for technical questions to be considered in committees, which were composed, by definition, of experts in the particular subject concerned. While there might be advantages in associating a larger number of delegates with a debate on the most important aspects of an item on the agenda, he feared that the discussion in plenary sitting would be very lengthy and that the result might encumber rather than expedite the proceedings of the Conference.

Sir Alfred Roberts said that the Workers' group was opposed to the proposal; firstly, the Governing Body might recommend a brief debate, but the discussion in plenary sitting would be bound to be lengthy, thus delaying by several days the commencement of committee work, and secondly, the technical reports were studied essentially by the technical advisers who would sit in committee, and not, generally speaking, by all delegates. This would mean that group meetings would have to be held to inform all members of the Conference of the points at issue. In the outcome, he doubted whether the result of a vote in conference would be different from the result of voting in committee, but the recommendation would certainly involve an increase in the length of the Conference.

Mr. Shawe recognised that part of the Committee's concern had been to facilitate the work of small delegations, but doubted the wisdom of the recommendation and thought that small delegations might meet their difficulties by an efficient organisation of their work. In the first place, it would be very difficult for the Conference itself to define the matters of principle which it wished to reserve to itself, and this was too important a matter to be left to the Selection Committee or the Office. Secondly, the form of conclusions could in many cases only be determined once the content had been decided upon. If a decision on form had to be taken at the outset of a session, Government delegates would vote conservatively, and hence against a Convention. Thirdly, the result of adopting the proposal would be to slow up rather than expedite the work of the Conference.

Sir Guildhaume Myddin-Evans said that the Committee had realised that the recommendation would provoke controversy, but he thought that it should be given a trial before it was rejected. While there was much to be said for the objections that had been advanced, he disagreed with previous speakers regarding the appropriate place for decision on the form of an instrument. That decision should be taken by the Conference and not by a committee, for two reasons: firstly, because the committee would be composed of experts enthusiastic about their subject and hence in favour of the most extreme form of instrument, and secondly, because the committees were not composed in the proportion 2-1-1 and did not, therefore, reflect the constitutional voting strength. In his experience, although theoretically the Conference had the power to change the form of an instrument proposed by a committee, it had not in fact done so on more than one or two occasions. If, therefore, the Governing Body agreed that the proper place for a decision as to form was the Conference itself, there was reason to change the present procedure. It was not a valid argument that a
decision on form could not be taken before the content of an instrument was known, because under the present practice the Conference committees took the decision at the beginning of the second discussion, if not earlier. He hoped that the Governing Body would agree that the decision should be taken by the Conference, which should remit an instruction to the committee at the beginning of the second discussion.

Mr. Parker, although a party to the original recommendation, now regretfully opposed the proposal, having given it very careful thought since it had been discussed in the committee. He had come to the conclusion that the "quick look" which it was recommended that the Conference should take, was bound to develop into a full-scale debate on the entire instrument. Again, if proposals which were bound to develop into a full-scale debate on the entire instrument was recommended that the Conference should take, would agree that the decision should be taken by the Governing Body to the Conference at least for consideration.

Mr. Lodge agreed with Sir Guildhaume Myddin-Evans and Mr. Haythorne and hoped that the Committee's recommendations would be forwarded by the Governing Body to the Conference at least for consideration.

Mr. Bellingham-Smith shared the view of the Employers' group that the recommendation in paragraph 7 of the report was unwise, but thought that there were other ways of ensuring a more responsible decision being taken by the Conference or its committees on the form of an instrument. One would be for the Governing Body itself, in placing an item on the agenda, to make it clear whether it expected the decision to result in a Convention or a Recommendation. That would enable the views of the Governing Body to be reflected in the original questionnaire sent out by the Office to governments; the Governing Body itself might even consider giving some attention to the drafting of the questionnaire. The secretariat of the various Conference committees might also explain in more detail the fundamental differences between a Convention and a Recommendation.

Sir Alfred Roberts said that in his experience the Conference had at least twice changed the form of an instrument proposed by a committee. The most important point to be borne in mind was that a proper decision could not be taken before thorough discussion of the content of an instrument. The result of the Committee's recommendation, even in the limited form urged by Sir Guildhaume Myddin-Evans and Mr. Haythorne, would be that the Workers' group would vote for a Convention on principle, the Employers' group would vote in favour of a Recommendation, and the decision would thus be left to Government representatives.

Mr. Ago noted that the Committee's unanimity had fallen by the wayside. He recognised the partial validity of some of the objections that had been made, in particular that of the danger of a lengthy debate in the Conference holding up committee work. However, he continued to believe that the Conference itself should take a decision on the form of an instrument at the beginning of the second discussion. By that time, the basic content of the instrument would be known, and it was quite clear that at that stage the precise form of its provisions must depend on a decision as to the form of the instrument itself. In view of the differences which had arisen in the Governing Body, he wondered whether it would not be desirable to postpone a decision to a later session.

Sir Alfred Roberts said that the Governing Body and its groups had had ample time for reflection and that a decision should be taken without further postponement.

By 12 votes to 25, with 1 abstention, the Governing Body decided not to postpone its decision on paragraphs 3 to 7 of the Committee's report.

Sir Guildhaume Myddin-Evans proposed that the Governing Body take its decision of substance on the more limited recommendation that he had suggested, rather than on paragraph 7 of the Committee's report as it stood. He therefore proposed that the recommendations in paragraph 7 be replaced by a sentence reading as follows: "At the commencement of the second discussion the Conference shall consider the form of the instrument to be drafted for adoption, and shall transmit appropriate instructions to the committee."

Mr. Ago, in reply to a question from the Chairman agreed that if Sir Guildhaume Myddin-Evans's proposal was adopted, the rest of paragraph 7 in the report would lapse.

The Chairman said that the Governing Body would vote on Sir Guildhaume Myddin-Evans's proposal at a later sitting, after it had been circulated in writing.1

The discussion was adjourned to the next sitting. The sitting closed at 12.55 p.m.

BARBOZA-CARNEIRO.

1 See below, Minutes of the Second Sitting, p. 19.
The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Agé, Mr. Abbekar, Mr. Bellingham-Smith, Mr. Bergenström, Mr. Björck, Mr. Bothereau, Sir Lewis Burne, Mr. Calderón Puig, Mr. Campinella, Mr. Cisneros, Mr. Claussen, Mr. De Bock, Mr. Dehlavi, Mr. Diaz Salas, Mr. Droguett del Pierro, Mr. Ehran, Mr. Faria, Mr. Faupl, Mr. Ferrer, Mr. Ghayour, Mr. Goroshkin, Mr. Hauck, Mr. Haythorne, Mr. Josz, Mr. Kawasaki, Mr. Kitti, Mr. Lodge, Mr. Marani, Sir Guildhaume Myrdind-Evans, Mr. Nielsen, Mr. Parker, Mr. Pequeno, Mr. Richter, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. Ben Seddiq, Mr. Tata, Mr. Waline, Mr. Yllanes Ramos, Mr. Yü.

Third Item on the Agenda

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

Arrangements for the Debate on the Director-General's Report.

Sir Alfred Roberts said that this section appeared to attach more importance to the debate on the Director-General's Report than to the work in the committees, whereas the Workers' group thought that the importance lay rather in the other direction. It was possible, though by no means certain, that the proposal that "major" committees should not meet simultaneously with the debate on the Director-General's Report might produce some slight improvement in attendance at the plenary sittings but it would mean that committees could only sit in the afternoon and hence make it even more difficult for them to perform their task efficiently. There had been complaints in the past that the committees, whereas the Workers' group thought that certain specific committees should not meet simultaneously with the debate on the Director-General's Report and perhaps one or two other items would be discussed, with sessions devoted to the consideration of questions of substance and the preparation of international instruments. Some solution had to be found if the debate on the Director-General's Report were not to become a somewhat painful farce, and he suggested that the proposals made in the report were mere palliatives which did not go far enough. He himself was concerned at the fact that so many speeches were delivered to a mere handful of delegates. He suspected that many speeches were made for the pleasure of seeing them in print, and thought it might be possible to limit speeches to ten minutes and to give delegates the right to submit additional statements in writing, to be published in an annex to the Provisional Record, or even to allow delegates to submit their remarks in writing only, within certain limits, and to publish them exclusively in the annex. The only real difficulty in this system was that personal attacks or offensive remarks might be included in such written observations, whereas the mere fact of speaking from the rostrum in itself imposes a certain degree of restraint.

Mr. Hauck wished to relate his remarks on this section to that part of the Report dealing with the periodicity of the Conference. Whatever might be the advantages of the debate on the Director-General's Report, it undoubtedly had several serious disadvantages; it was tedious, repetitious and often intended more for home consumption than as a contribution to the international work of the I.L.O. He did not suggest that the debate or the production of the Director-General's Report should be discontinued, but it would certainly be desirable that the debate should be oriented towards the policy and work of the International Labour Organisation; as, however, it was very difficult to orient a debate without encroachment upon freedom of speech, the present drawbacks must be accepted. He therefore wondered whether it was really necessary for a Report of the Director-General to be submitted every year. Personally, he had long felt that the interval between the sessions of the Conference might be lengthened, say to two years, without loss to the Organisation, but he appreciated that there were weighty reasons, constitutional and other, in favour of continuing the Conference on an annual basis. It would nevertheless be possible to publish the Director-General's Report at longer intervals and to alternate policy sessions at which the Director-General's Report and perhaps one or two other items would be discussed, with sessions devoted to the consideration of questions of substance and the preparation of international instruments. The true purpose of the debate was not to afford a platform for personal aggrandisement or a sounding-board for propaganda, but to make a really constructive contribution to international affairs. But experience showed that the constructive element in the debate was very slight. He felt that the remedies proposed by the Committee did not even amount to palliatives, for they would not achieve anything. In his view this section of the report should be referred back to the Committee for further study.

Mr. Waline said that the suggestions of Mr. Yllanes Ramos deserved consideration, provided that interminable speeches were not replaced by endless annexes to the Provisional Record. Even if Mr. Hauck's suggestions were acted upon, there

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1 See above, Minutes of the First Sitting, pp. 14-15.
would be a debate on the Director-General's Report every other year, and the suggestions in paragraph 28 of the Report would still be useful. The basic object was to make the best use of the first week in the Conference, during which tripartite committees could not meet to any good purpose, since preliminary work had to be done in the group technical sections of the committees. It therefore seemed sensible to get the largest possible number of delegates to speak in the first three days and then to have a week devoted entirely to committee work and, where necessary, meetings of the technical sections.

Mr. Lodge thought that the debate on the Director-General's Report was of considerable value; it should not be regarded as being designed to yield any particular body of substance but rather as an opportunity for Workers, Employers' and Government representatives from all over the world to talk for 15 minutes on virtually any subject they chose. This was a source of strength to the Organisation and helped to create understanding and goodwill for the I.L.O. throughout the world. Moreover, he had found many of the speeches to be of real value.

There was much to be said for the idea of holding sessions dealing with administrative problems, operational activity and technical assistance and sessions devoted to standards, in alternate years. Those were matters for further study, either by the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference or by another committee.

Sir Guilhaume Myrddin-Evans endorsed the last speaker's remarks and also agreed with Mr. Hauck that the section of the report dealing with the periodicity of the Conference was relevant to the present discussion. It was not entirely fair to say that the Committee had attached more importance to the discussion of the Director-General's Report than to the work of Conference committees; it would be difficult to devise a satisfactory periodicity for Conventions and Recommendations which were in the habit of getting things done, and Orders might also be required. Though they were not urgent, all those matters were worth considering carefully in all their aspects, more fully than the Committee had been able to consider them in the time at its disposal. But in any event, a discussion on the Director-General's Report would be needed at each session of the Conference and not merely in alternate years.

Mr. Möri expressed concern at the turn the discussion was taking. In his view, to publish the Report of the Director-General only once every two years would be a great mistake, for the Report was a valuable document in its own right and elicited much comment in the world press. The Committee's only concern with the Report of the Director-General had been to limit the excesses to which the debate on that Report gave rise. On the whole, speakers endeavoured to express sound and worthwhile ideas, and the debate at least had the advantage of enabling many questions to be dealt with that were not on the agenda of the Conference. That, from the trade union point of view, was lauding the achievements of the speaker's own organisation, the Conference.

It would inevitably involve greater use of preparatory technical committees to take the place of the plenary sittings should on no account be limited, nor should doubt be cast on the utility of considering the serious and urgent problems raised in the Director-General's Report. That did not mean, however, that it would produce more satisfactory findings and considered, for his part, that discussion was one of the essential features of the I.L.O. and particularly of its highest organ, the Conference.

Mr. Goroshkin welcomed the proposals in paragraph 28 of the report as a serious attempt to enhance the usefulness and improve the organisation of the Conference within the framework of the existing Constitution and Standing Orders.

Very serious economic, social and political issues were under discussion in connection with the Director-General's Report and as long as there were different social systems in the world—and hence different approaches to those issues—such discussions were useful and desirable. Everyone had the right to express his views at the Conference, and the Organisation ought not to sidestep the burning social problems of the day but rather consider them fully and constructively in a spirit of collaboration. The work of the plenary sittings should on no account be limited, nor should doubt be cast on the utility of considering the serious and urgent problems raised in the Director-General's Report. That did not mean, however, that ways should not be sought of organising the work of the Conference more efficiently, and the work of the committees should be
so arranged as not to interfere unduly with the plenary sittings.

He supported the proposal by Mr. Lodge and Sir Guildhaume Myrddin-Evans that there should be further study of the whole question.

Mr. Merani also advocated further study of the question. Countries represented on the Governing Body had a chance of voicing their problems and outlining the help they expected from the I.L.O., but other member States could only do so at the Conference in the debate on the Director-General’s Report. Moreover, the discussion provided a rich fund of experience for the Office and for other countries to draw upon, as they frequently did.

On the question of periodicity, some method might be found of saving expense on the Conference and putting the money to better use in countries where needs were most acute. Without criticising what the Conference had achieved in the past, it might also be possible, as more experience was gained, to make a more fruitful use of the Conference’s activities, and further study of the matter might be undertaken with that end in view.

Mr. Dehlavi considered that the annual discussion on the Director-General’s Report was both valuable and necessary. The Report contained ideas and information valuable to those who came from the less developed countries; it also had the great merit of making the more advanced countries alive to the problems and aspirations of the less developed areas, and afforded an opportunity of hearing the Director-General’s views on world problems, with particular reference to countries where those problems existed in an acute form. It was important that the attention of the Organisation and its Members be focused on the less developed countries of Asia and elsewhere, and the holding of an annual discussion provided an opportunity of doing so which was bound to be beneficial to those countries.

Delegates from all parts of the world had to keep in mind their responsibilities to the people whom they represented, and if there was occasionally a tendency to “play to the gallery” it could best be controlled by the strict enforcement of the time-limit on speeches.

Sir Alfred Roberts wished to dispel any impression that the Worker members were opposed to the debate on the Director-General’s Report. That debate produced many bad speeches, but if only one speech in ten was a good one the debate was justified. Their objection was rather to the suggestion that they should virtually be compelled to listen to all the speeches. so that certain trends of opinion regarding the programmes and the main lines of the activities of the Organisation. The proposals under discussion were not designed to force people to listen to bad speeches, but rather to make it physically possible for those who wished to do so to reap the benefit of listening to a very useful debate.

Mr. Kittani said that the full and free discussion of the Report of the Director-General should not be tampered with, because it provided a unique opportunity for delegates to pool their ideas, which was one of the basic purposes of the Organisation, to take stock of what had been achieved and to chart anew the programmes and the main lines of the activities of the Organisation. The proposals under discussion were not designed to force people to listen to bad speeches, but rather to make it physically possible for those who wished to do so to reap the benefit of listening to a very useful debate.

Mr. Hauck observed that no one had contested the negative aspects of the discussion on the Report of the Director-General in its present form and he thought that there would be general agreement that unless more sweeping measures than those proposed in the Committee’s report were taken, no solution would be found for this very real problem.

It had not been his intention to question the value of the Director-General’s Report, which had been universally commended in recent years. What he deplored was not the debate on the Director-General’s Report but rather the absence of debate; the discussion in its present form was often only a succession of monologues which often had only a remote connection with the ideas put forward in the report itself. No one would be happier than he if a discussion could be instituted in which delegates would confine themselves to a number of issues and discuss them seriously in the light of the remarks of previous speakers, so that certain trends of opinion regarding the future policy of the I.L.O. could thus emerge. But at present that was not the case, and he therefore felt there was a need for further study with a view to formulating clear and alternative proposals for submission to a later session of the Governing Body.

He did not contend either that the plenary sittings of the Conference were useless; those sittings were of value to all, but if the Governing Body could succeed in making them yet more efficacious, even if that involved having two types of conference, it would have rendered a signal service to the International Labour Organisation. He considered, therefore, that the wisest course was to refer back the remainder of the proposals to the Committee for further study and urged members of the Governing Body to support that proposal.
Mr. Ago said that the fact that the question of the periodicity of the Conference had been brought into the discussion of paragraphs 23 to 28 of the report had obscured one important point: the modest and unassuming proposals made in paragraph 28 had been adopted by the Committee unanimously, even though certain members had not supported them in the Governing Body, whereas on the question of the periodicity of the Conference conflicting views had been expressed in the Committee and no recommendation on the subject had been made to the Governing Body. Although he was prepared to take up the latter problem again if the Governing Body so desired, he was frankly of the opinion that nothing constructive would be achieved. The more thoroughly the question of the periodicity of the Conference was examined, the clearer it became that the present system was the one that offered the fewest disadvantages. The only solution would then be again to fall back on palliatives which did not change the system.

The proposals in paragraph 28 had not been thoroughly considered in the Governing Body. It had been said, for instance, that one consequence of those proposals would be to oblige people to listen to all speeches, however bad, whereas in fact the Committee had only suggested ways of securing a reasonable audience for the few good speeches that were made.

The Chairman suggested that a decision might be taken on the practical proposals contained in paragraph 28.

Mr. Waline recalled that he had urged the adoption of those proposals. However, he hoped that the statement that "during the second period Ministers not present at the Conference during the opening days, would be regarded as having a prior claim to the time available" would not involve a procession of Ministers to the rostrum which might convey the impression that the Organisation was no longer a tripartite one.

Sir Alfred Roberts said that the proposal in paragraph 28 had not yet been examined in detail. Some of them were impracticable: for example, it was impracticable to reserve Thursday, Friday and Saturday of the first week for technical sections, because in many cases they would not have been appointed by the Thursday and because they could not usefully discuss reports for three days running; moreover, they required to meet after plenary sittings of the Committee had been held, so that they could discuss amendments and similar business. The point of his earlier remarks had been that if those proposals were adopted, the Committees would lose time and not be able to deal with the issues referred to them as efficiently as in the past. If a vote were taken on paragraph 28 the Workers' group would oppose it; they would also oppose the reference of the question of periodicity alone to a further committee. If the suggestion to refer both sections of the report to another committee were proceeded with, he would have to consult the Workers' group, though he would recommend them to vote against it because he shared Mr. Ago's view that no further progress could be made on the question of periodicity. Any decisions taken by the Governing Body would presumably merely constitute recommendations to the Selection Committee and the Conference.

Mr. Waline believed that the proposals were reasonable and would not retard the committees in their work. Their main purpose was to make the best possible use of the first week of the Conference, both to advance the debate on the Director-General's Report, and also to make as much headway as possible in the Employers' and Workers' technical sections. If the proposals were adopted, it was understood that time would be allowed between tripartite committee meetings for the Employers' and Workers' technical sections to examine any amendments. He failed to see the drawbacks to these proposals, but if they were unacceptable to the Workers' group he would not press them, as he did not wish to give the impression that there was disagreement on them between the groups.

Mr. Lodge said that many members felt that more progress could be made with respect to the organisation of the Conference and that it would not be a waste of time to devote further study to this question. He therefore suggested that no decision be taken on paragraph 28 and that this paragraph, together with paragraphs 39 to 50 of the report, should be referred back to the Committee for further study in the light of the discussion which had taken place.

The Chairman pointed out that this suggestion would involve referring back paragraphs 45-50, concerning the length of the Conference, a subject which had not been discussed in the Governing Body.

Mr. Hauck thought that the question of the length of the Conference was intimately bound up with that of its periodicity, for if sessions were held less frequently it might be necessary to consider lengthening them. It was accordingly imperative for the Committee to discuss the two questions together.

Mr. Ago agreed that if reference back were decided upon, it would be more convenient to refer back all outstanding questions, including the amendment presented by Sir Guildhaume Myrddin-Evans.

Sir Alfred Roberts said that he was under the impression that the Committee had completed its task and that its members had failed to agree on many of the subjects that had been raised in the present discussion. The Workers' group had been prepared to take a decision on every section of the report and he considered that the proposal to refer certain matters back was pointless.

The sitting was suspended at 4.55 p.m. to permit of consultations among the groups and resumed at 5.40 p.m.

Relationship between the Conference in Plenary Sitting and the Committees of the Conference (concl.).

The Chairman invited the Governing Body to vote on the proposal submitted by Sir Guildhaume Myrddin-Evans to paragraph 7 of the report.

The Governing Body decided not to pursue the proposal contained in paragraph 7 of the report.

Arrangements for the Debate on the Director-General's Report (concl.).

Sir Alfred Roberts said that at the present stage of the discussion the Workers' group was prepared

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1 See above Minutes of the First Sitting, p. 15.
to agree to refer paragraphs 28 and 39-50 of the report to the Committee for further study, though they saw little prospect of the Committee reaching unanimity on any further recommendations.

The Governing Body decided to refer back paragraph 28 and paragraphs 39-50 of the report to the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference.

Credentials Procedure.

Mr. Waline said that there had been unanimity in the Committee on the proposal contained in paragraph 33 and suggested that the Governing Body should endorse it.

Mr. Goroshkin said that the proposal was hard on advisers. Under the Standing Orders all delegates had the right to be accompanied by advisers, and if the present proposal were adopted, advisers would be deprived of certain rights and placed in an inferior position. It would be wrong and undemocratic to discriminate against advisers and restrict their rights in this way. The U.S.S.R. Government therefore, could not agree with the proposal.

Mr. Erban disagreed with the proposal in paragraph 33 which was not entirely in keeping with the democratic principles of the Organisation. The fact that several such objections had been lodged showed that it was frequently the case that delegates and advisers did not represent the same interests. The clarification of such disputed cases might do much to assist the Organisation in its future work.

Sir Alfred Roberts said that the Workers' group supported the proposal. They did not believe that it took away any democratic rights, and much disharmony and confusion could be created when such objections were lodged within a national delegation. Moreover, there was every safeguard in the fact that the organisation which the adviser represented could challenge the credentials of his delegate.

The Chairman said that the objections of Mr. Goroshkin and Mr. Erban would be recorded.

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

Sir Alfred Roberts, referring to paragraph 34, said that it was necessary not only that the Credentials Committee should be constituted without delay, but also that it should commence functioning immediately.

The Governing Body adopted paragraph 34 of the report.

The Governing Body took note of paragraph 35 of the report.

The Chairman said that if there were no observations on paragraphs 36 and 37 he would take it that they were adopted.

Mr. Waline said that as there was no precise recommendation in those paragraphs, he interpreted the Chairman's remarks as meaning that the paragraphs would be noted and not referred back to the Committee to Consider the Improvement of the Practical Methods of Working of the Conference.

Mr. Lodge interpreted the Chairman's ruling in the same way as Mr. Waline.

Sir Alfred Roberts said that there were a number of issues arising out of paragraph 37 which should be referred back to the Committee for further consideration. The Workers' group had been extremely dissatisfied with the operation and functioning of the credentials machinery for many years, and still thought there were possibilities of improving it. On behalf of the Workers' group he therefore moved reference back.

Mr. Waline seconded this motion.

Sir Guildhaume Myddin-Evans could not agree that paragraph 36 should only be noted; if the proposal therein was not adopted, he must insist that paragraph 36 be sent back to the Committee along with paragraph 37.

Sir Alfred Roberts said that the Workers' group was prepared to take note of paragraph 36 but if reference back was now suggested, the Workers' group would wish a vote to be taken at once on the proposal in paragraph 36. That proposal restricted the rights of delegates and the Workers were not prepared under any circumstances to agree to it.

The Chairman pointed out that reference back meant that the Governing Body disagreed with the paragraph and considered that it needed to be changed.

Mr. Waline proposed that the Chairman put this disagreement on record by taking a vote on paragraph 36.

Sir Guildhaume Myddin-Evans took reference back to mean that the Governing Body was not prepared to accept that particular proposal at that time; it did not mean that the Governing Body had decided against the proposal, but merely that it had not had time to examine it properly.

Mr. Kittani considered that reference back would achieve no constructive purpose. The Committee had already discussed the proposal and been unable to make a recommendation. The difference between adopting the proposal and noting it was a purely academic one, for in either event the final decision would lie with the Selection Committee of the Conference.

Mr. Waline said that the Employers' group was in entire agreement with the Workers' group in categorically opposing the suggestion recorded in paragraph 36, and he reiterated his motion that a vote be taken on that paragraph to ascertain the opinion of the remaining members of the Governing Body.

Mr. Age pointed out that the paragraph in question contained no proposal by the Committee, but merely reported an opinion that had been expressed and on which the Committee had taken no decision and made no recommendation. It was therefore not open to the Governing Body to adopt a proposal as it had done in the case of paragraph 33.

Sir Alfred Roberts observed that two groups had made their attitude quite clear and there was no purpose in referring a matter to a Committee when two-thirds of that Committee would be opposed to any alteration in the status quo. The Workers' group endorsed the motion that a vote be taken on this proposal.
Committee that it must be selective in its approach and concentrate on bad cases.

As, however, the Employers’ and Workers’ groups appeared to have decided to dismiss the suggestion without hearing any argument on its merits, reference back would be futile and he would not propose it. He thought that it could be assumed that the Governing Body was not prepared to pursue the suggestion in paragraph 36 at all.

Mr. Bothererau explained that as long as the Workers had the right to vote they wanted to have the right of initiative as well. It was because they deemed those rights to be closely bound up that they were unable to accept paragraph 36.

The Governing Body decided not to pursue the proposal contained in paragraph 36.

Mr. Waline said it had been his understanding that paragraph 37 would be referred back to the Committee.

Mr. Goroshkin, opposing reference back, said that the Committee as a whole had expressed the view that the existing Standing Orders could be regarded as satisfactory and that there were no grounds for amending them. Paragraph 37, however, appeared to contemplate substantial amendment of the Standing Orders. Moreover, the report clearly intimated that the proposal in paragraph 37 was not supported in the Committee and was merely reported to the Governing Body for information. He therefore proposed that the same action be taken on paragraph 37 as on paragraph 36.

By 32 votes to 3, with 4 abstentions, the Governing Body decided to refer paragraph 37 back to the Committee for further consideration.

FOURTH ITEM ON THE AGENDA

Report of the Technical Meeting on Problems of Productivity Improvement in Certain Countries (Bangalore, February-March 1959)

Mr. Becker welcomed the important results achieved by the Technical Meeting on Problems of Productivity Improvement in Certain Countries. The work of the I.L.O. could succeed only if it were founded on broad international co-operation, and it should be remembered that even the less developed countries early reached a stage at which they could contribute from their experience to solving the problems of other countries. He drew attention particularly to subparagraphs 5, 6 and 7 of paragraph 3 of the recommendations concerning the preparation, organisation and execution of natural productivity programmes and which emphasised the need to pay special attention to workers going into industry from agricultural communities, to recognise the value of responsible trade unionism both inside and outside the individual plant, and to treat workers as responsible members of a team. The Meeting had again demonstrated the ever-increasing importance of the I.L.O.'s work in extending technical assistance, but the success of each country was conditioned ultimately by the degree of its own initiative and it was a matter of the highest priority to foster such initiative in the less developed countries.

Mr. Ghayour pointed out that the participants in the Meeting were present in their capacity as experts and not as representatives of individual countries. They had done really useful work and thanks were also due to the Government of India for its hospitality and to the I.L.O. staff who had ably serviced the Meeting.

Mr. Végh Garzón congratulated the experts and the Office staff on the success of the Meeting. Latin America, too, placed much hope in work of this kind and needed such assistance, either to launch similar movements or to follow up the projects which certain countries had already initiated spontaneously or at the instigation of the I.L.O. Field Office in Lima. He endorsed the recommendation in the report that the I.L.O. should convene from time to time small meetings of persons from government, management and labour circles who were playing a leading part in national productivity programmes; such small groups had proved that they were often able to work more efficiently than larger meetings.

He also supported the reference in paragraph 9 of the report to the desirability of seeking the cooperation of the United Nations and other organisations concerned with raising productivity, much of the work in Latin America having been done in collaboration with the United Nations Technical Assistance Fund and expressed the hope that a similar meeting would be organised for the Latin American region to cover the same subjects and other problems peculiar to that area.
Mr. Tata said that after much early frustration and reluctance on the part of both employers and workers, the philosophy of productivity had now gained general acceptance, and was being accorded great attention by the Ministry of Labour and by other departments in India. Every effort should be made to continue studies in this field and thanks were due to the I.L.O. and its Bangalore Office for their assistance in setting up a Productivity Council in India.

Mr. Goroshkin, while welcoming the I.L.O.'s activity in regard to the improvement of productivity in underdeveloped countries, suggested that it might cover a wider field. The underdeveloped countries were mainly agricultural, and it would be appropriate if the I.L.O. were to organise studies and consultations with a view to increasing agricultural productivity, thereby helping to solve the very acute problems existing in those countries.

Mr. Ghayour observed that the underdeveloped countries attached much importance to industry; it was the imperialists who wished the underdeveloped countries to remain predominantly agricultural.

Mr. Goroshkin replied that the U.S.S.R. had never minimised the importance of developing industry, but that did not exclude the other aspect of the question.

The Governing Body approved paragraphs 5 and 12 of the Office note.

FIFTH ITEM ON THE AGENDA

Report of the Asian Advisory Committee (Ninth Session—Geneva, 16-17 March 1959)

Mr. Kawasaki said that Japan, a late-comer to the Advisory Committee, had entertained some doubts as to its utility. However, in the light of the discussions and the suggestions made at the last meeting the Japanese Government was convinced that the work of the Committee would be far more effective in the future and it would accordingly take an active part in the proceedings of the Advisory Committee. The suggestion that the Committee's meetings should be held in the various Asian member countries in rotation involved financial and other difficulties and the matter would require careful study before a final decision was reached. The Japanese Government was therefore in favour of holding the next meeting in Geneva as suggested in paragraph 14 of the covering note.

Mr. Tata welcomed Mr. Kawasaki's remarks because he too had shared some of the same doubts. When the future of the Asian Advisory Committee had been under consideration, attention had been drawn to the particular interest which the Governing Body had been evincing in the African Advisory Committee, and the relatively little notice taken of the Asian Advisory Committee; all present at the meeting had felt that the Committee had a definite mission to fulfil and had unanimously recommended that a further meeting should be held in Geneva in 1960. They reserved for the future their several views regarding the composition of the Committee and the agenda, duration and place of future meetings.

Mr. Goroshkin said that it was clear from the Committee's report that it had important and urgent issues to deal with. It would therefore be desirable for its meetings to be held within the region which the Committee was designed to serve, and the Director-General might be requested to re-examine the possibility of giving effect to the wishes expressed in the Committee on this subject.

He endorsed the suggestion in the report that experts from the Asian region should be drawn into the implementation of the Technical Assistance Programme on a basis of wide geographical distribution. A series of important items was proposed for the agenda for the next meeting and the initiative of the Committee in tackling and attempting to solve such pressing problems was to be commended.

The composition of the Asian Advisory Committee itself was of great importance for the success of its work. The U.S.S.R. had already applied for membership; it was an Asian no less than a European country and played an important role in various Asian regional activities, and both on these grounds and as a member of the Governing Body it should have the right to participate in the Advisory Committee's work. In 1957 the Director-General had made a proposal to increase the membership of the Committee to 20, and it had been assumed that the U.S.S.R. would be admitted to membership as a member of the Governing Body; but at the 137th Session, the Governing Body had decided to defer the question of membership of the Committee until the Committee had evaluated the results of its work. The Governing Body now had that evaluation before it, and it should be possible without further delay to consider the inclusion of the Soviet Union; this would infuse new life into the Asian Advisory Committee and would help to improve its work.

The Governing Body decided that the Tenth Session of the Asian Advisory Committee should be held in Geneva in 1960 in conjunction with the autumn session of the Governing Body for a period of six working days, and that the agenda set out in paragraph 13 of the Office note should be adopted.

SIXTH ITEM ON THE AGENDA


Mr. Faupl thanked the Committee on Forced Labour for its excellent report and for its recognition of the part played by Mr. Delaney, his predecessor as United States 'Workers' representative on the Governing Body, in the establishment of the Committee. The report, which was a balanced and objective document, mentioned some recent improvements but also drew attention to the fact that forced labour continued to exist and had recently become more widespread in a vast part of the world where at present the I.L.O. could not effectively operate. The problem was particularly acute in Communist China since the adoption of the so-called "labour custody" legislation in 1957 which greatly extended the system of forced labour in that country and which appeared to be even more unjust than the previous forced labour camps in that it put to forced labour persons who had not been convicted of any criminal offence. On the other hand, the report stated that new U.S.S.R. legislation appeared to indicate less resort to forced labour in that country than before. He hoped that improved practice would match the improve—
ments in the legislation and urged the U.S.S.R., which had formally recorded its opposition to forced labour, to use its influence with Communist China for the purpose of securing the repeal of the pernicious forced labour legislation in the latter country and the elimination of its forced labour practices.

Mr. Erban remarked that in spite of a slight improvement the new Committee had inherited the former tendency to use this important question as a pretext for attack against the Socialist countries, although it was in fact those very countries that had done away with the unemployment and poverty which reigned in capitalist countries and which compelled millions of workers, not by law but by dire need, to accept any work that was offered irrespective of their qualifications, their physical aptitude, their health or even their country of origin. That amounted in substance to a system of forced labour, yet there was no mention of it in the legislation of the countries concerned. To conceal the existence of such conditions, attacks were made against the Socialist countries which used labour for educational purposes and particularly against the People’s Republic of China, a country whose success in reconstruction and whose high morale was attracting notice throughout the world. During a recent visit to China he himself had had occasion to study the social and working conditions of workers, farmers and intellectuals. He had seen striking proof of how patriotism among a people who before the revolution had been exploited by a handful of foreign and local parasites and reduced to indescribable poverty, demoralisation and anti-social conduct. He had visited reformatory undertakings in Shanghai which were directed by eminent pedagogues and were indistinguishable from other undertakings; after two years of extensive social, educational and other care in them, former social outcasts had become excellent workers and worthy citizens. He professed to be surprised at the serious charges being levelled against China; he himself was surprised that they were expressed so mildly. That was not the Committee’s fault, but the existence of a system of forced labour affecting more than 400 million people could not be ignored by the I.L.O., nor could the Governing Body adopt the Committee’s findings without making some reference to the appalling problem which was a disgrace to the whole world.

As had been proved by the subsequent speech of the Czechoslovak Government representative, Mr. Faupl had been over-optimistic in expressing the hope that the U.S.S.R. would use its good offices to secure the abolition of forced labour in China; clearly the real danger was that this pattern of forced labour would be imitated in other countries of the Communist bloc. The Governing Body should therefore denounce the widespread existence of forced labour in China in the hope that, as suggested in paragraph 82 of the report, the United Nations would debate the matter and bring the light of public opinion to bear upon it as a flagrant violation of the principles set out in the Preamble to the Charter of the United Nations. If no such action were taken the adoption of the report would convey the impression that forced labour was disappearing, whereas in reality the situation was worsening and more than 400 million people were being subjected to a system of forced labour which the free world could never countenance.

Mr. Goroshkin recalled that the U.S.S.R. Government representative on the Governing Body, with the support of other members, had repeatedly urged the futility and danger of establishing a Committee on Forced Labour, and members of the Conference also had criticised the biased and partial approach the Committee had adopted to the problem in the past. In spite of that criticism, the Committee on Forced Labour had altered its biased approach and the present report was indistinguishable from those issued in 1956 and in 1957.

The terms of reference of the Committee required it to consider forced labour all over the world. It had signally failed to do so, for there was in its report an absence of information on forced labour where it actually existed and all that the Committee had attempted was to produce facts pertaining to prove that forced labour existed in the People’s Republic of China, the People’s Democracies and the Soviet Union. The problem had, so to speak, been reversed and instead of implementing human rights the Committee had waged propaganda against a particular group of countries.

He wished to protest in the strongest terms against the Committee’s attitude which amounted to interference in the internal affairs of the People’s Republic of China, a nation whose legitimate rights the Organisation had hitherto failed to recognise, as it drew attention to the severity of conditions in China and to the necessity of preventing any recurrence of such interference.

It was well known that at the 1956 and 1957 Sessions of the Conference the U.S.S.R. delegation had supported the work of the I.L.O. on the abolition of forced labour; it had urged that forced labour in all its forms should be condemned by the free world, and as a result of its efforts the scope of the Abolition of Forced Labour Convention had been somewhat widened. In 1957 the Conference had adopted that Convention almost unanimously, but it was significant that it had declined to institute a special Committee on Forced Labour. Such a committee, pursuing political ends, made no contribution to the eradication of forced labour; it poisoned the atmosphere in the Organisation, obstructed international co-operation, lessened the significance of the Convention and hampered the operation of the machinery which had been set up. It was regrettable that a committee which the Conference had not sanctioned had nevertheless been established by decision of the Governing Body.

The present report clearly revealed the Committee’s lack of objectivity and confirmed the suspicion that the Committee existed only in order to collect propaganda material for use against the Socialist countries. At a time when every effort was being made to lessen international tension, the continued existence of such a body within the Organisation was an unhealthy symptom. He was
therefore opposed to the continuation of the work of the Committee as being detrimental to international understanding and co-operation, and would vote against the report.

Mr. Yü welcomed the report’s disclosure of the evil practices prevailing in Communist China as reflected in official laws and decrees. It was not the I.L.O. that was guilty of propaganda in this matter, but the Communists themselves. The painful fact was that Communist China was operating the so-called “Commune” system which the Soviet Union had tried out unsuccessfully many years ago. Men and women were obliged to work from 12 to 20 hours a day and the amount of food they were given depended on the amount of work performed.

The importance of the problem could not be overemphasised, as the situation on the mainland of China was truly appalling and far exceeded the guarded statements in the report. Even those statements had been falsely challenged, and he appealed to the Governing Body not to believe the challengers but to study the situation in Communist China for themselves.

Mr. Lodge moved that the Governing Body should take note “with approval” of the report.

Mr. O’Brien seconded this motion and urged that every possible effort should be made to bring the report’s contents to the notice of the widest possible public. He had confidence in the Committee, despite the categorical denials by the U.S.S.R. Government representative on behalf of the Government of the People’s Republic of China. It was not surprising that Mr. Goroskhin had decried the Committee; the same language had consistently been used by the U.S.S.R. representatives in connection with any committee which drew attention to the practices of Communist régimes, although in condemning the institutions set up by the I.L.O., the U.S.S.R. representative must be aware that he was condemning the Organisation itself. Moreover, the Director-General’s comments on the subject of the People’s Communes in his Report to the 43rd Session of the Conference linked up with the observations of the Committee regarding the almost universal extension of forced labour in Communist China and quoted official Chinese Communist policy statements to indicate some of the hardships inflicted on the workers. The allegations in the report of the Committee on Forced Labour and the criticisms in the Report of the Director-General were factual and undeniable and lent weight to the demand that the utmost publicity should be given to the Committee’s report.

Mr. Merani, recalling that the Government of India had been opposed to the setting up of the Committee, said that it was evident from the report that its opposition had been well founded. The Committee had admitted that it had received very little fresh material and that the documents submitted to it were extremely fragmentary. Further, several types of slave labour prevalent mainly in colonial territories had been ignored.

It was unsatisfactory that the information regarding China in the report was not classified under “Information from Governments” but as “Information from Other Sources”. He would oppose any reference of the alleged forced labour practices in China to the United Nations in view of the fact that there was no proper representation of China either in the United Nations or in the I.L.O. and it was unfair to criticise a Government without giving it an opportunity to state its case.

The Government of India was of the opinion that the Committee had not achieved any results and wished to record its opposition to the adoption of the report. It felt that the proper course for the I.L.O. was to use its Committee of Experts on the Application of Conventions and Recommendations instead of continuing the Committee on Forced Labour.

Subject to the dissent of Mr. Goroskhin, Mr. Erban and Mr. Merani, the Governing Body took note with approval of the report of the I.L.O. Committee on Forced Labour.

The sitting closed at 7.30 p.m.

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

*Chairman*: Mr. Barboza-Carneiro.

Mr. Ago (replaced during part of the sitting by Mr. Purpura), Mr. Ambekar, Mr. Becker, Mr. Bergenström, Mr. Björck, Mr. Bothereau, Sir Lewis Burne, Mr. Calderón Puig, Mr. CAMPANELLA, Mr. Cisneros, Mr. Clausen, Mr. De Bock, Mr. Dehlavi, Mr. Díaz Salas, Mr. Drogouett Del Fierro, Mr. Erban, Mr. Faria, Mr. Faupl, Mr. Ferrer, Mr. Ghayour, Mr. Haythorne, Mr. Josse, Mr. Kawasaki, Mr. Kittani, Mr. Lee, Mr. Lodge, Mr. Merani, Sir Guildhaume Myrdinn-Evans, Mr. Nielsen, Mr. Parker, Mr. Pequeno, Mr. Ramadier, Mr. Richter, Sir Alfred Roberts, Mr. Ben Seddik, Mr. Shkunaev, (replaced during part of the sitting by Mr. Makeev), Sir Richard Snedden, Mr. TATA, Mr. Waline, Mr. Yllanes Ramos.

**SEVENTH ITEM ON THE AGENDA**

*Report of the Committee of Experts on the Application of Conventions and Recommendations*

Mr. Makeev had no objection to taking note of the report, but thought that the Committee’s consideration of the U.S.S.R. Government’s report for 1958 on the Freedom of Association and Protection of the Right to Organise Convention (No. 87), had been lacking in objectivity. His Government reserved the right to raise the matter at the Conference.

Mr. Waline was glad that the last speaker had referred to the passage of the Experts’ report relating to Convention No. 87. All the members of the Conference would be greatly interested in the Experts’ conclusions regarding the position of the U.S.S.R., Byelorussia and the Ukraine, as well as of two other totalitarian countries which had not seen fit to send in a report on Convention No. 87. The U.S.S.R. Government would then have ample opportunity to try to prove that the statements and findings of so many eminent delegates and experts on certain complaints were worthless, in that they did not conform to the orthodoxy which prevailed in the countries of the Eastern bloc.

The Governing Body took note of the report of the Committee of Experts on the Application of Conventions and Recommendations.

**EIGHTH ITEM ON THE AGENDA**

*Proposals relating to an International Occupational Safety and Health Information Centre, to Be Established by the I.L.O. in Co-operation with the I.S.S.A.*

Mr. Haythorne regretted that the paper before the Governing Body did not sufficiently clarify certain questions raised at the previous session, particularly with reference to co-operation between the Centre and other international organisations such as the W.H.O., the International Atomic Energy Agency and the World Medical Association, and with reference to the working relationship between the I.L.O. and the I.S.S.A. He wished to know exactly what the I.L.O. would be able to do more effectively through this relationship than on its own account. Nevertheless, he was in favour of the establishment of the Centre.

Mr. Purpura said that the setting up by agreement between the I.L.O. and the I.S.S.A. of an international Centre that would make possible close co-operation in the field of occupational safety and health was considered to be of great importance by the Italian Government. Only recently, the latter had set up the Italian National Centre, attached to the National Institute for the Prevention of Industrial Accidents. The establishment of the International Information Centre effectively fulfilled the hopes expressed at the first World Congress for the Prevention of Industrial Accidents held in Rome in 1955, and also at the second Congress. In the Italian Government’s view, it would be desirable for the Italian language, which had been adopted as an official language at both those World Congresses, to be recognised as one of the working languages of the international Centre also.

Mr. Erban declared himself wholly in favour of the establishment of the Centre, which did not appear to raise any problem from the financial point of view. Health safeguards for the workers and safety in industry in matters of ever-growing importance, a fact that was steadily gaining wider recognition. The work of the Centre would enable the activities in this field to be better co-ordinated, facilitate the interchange of information, and confirm the value of co-operation between the I.L.O. and the I.S.S.A.

Mr. Waline supported the Director-General’s proposal and thought that it would be favourably received by all his colleagues, to judge by their response to Mr. Merani’s suggestion on the previous day that the Conference should make a general review of the problem of safety in industry in 1956. The French employers in particular were devoting much attention to this problem and his own federation had recently held an important congress to which a representative of the Office had been invited.

He noted with satisfaction that, as stated in paragraph 8 of the document, the Centre would have the support not only of one or more national centres in each country, but also of various public and private institutes and agencies. It was desirable that the international Centre should be in the closest possible touch with institutions which had immediate experience of safety problems in respect of a given group of industries or in a particular area.

The document stated that the international Centre would be subject to the overriding control of the
Director-General", and he assumed that the Director-General would report at intervals on its activities. However, in view of the practical nature of those activities and the relative autonomy that the Centre would enjoy, the Employers' group felt it desirable to make provision for appropriate representation of employers' and workers' organisations in the Centre, thereby enabling them to keep in closer touch with its affairs than they could do through a mere report, necessarily somewhat administrative in character, submitted by the Director-General at infrequent intervals.

Sir Alfred Roberts said that the Workers' group supported the Director-General's proposals.

The Director-General, replying to the questions put, said that the general answer to Mr. Haythorne's first point was given in paragraph 12, though the agencies concerned were not specified since the I.L.O. was in normal relations with the whole United Nations family, especially the W.H.O. and the International Atomic Energy Agency, with which it had already had correspondence with a view to ensuring proper co-ordination. The necessary relations would similarly be established with the World Medical Association.

With regard to the way in which the new relationship would make more effective the activities which the Office was in a position to undertake itself, the aim was to improve co-ordination in a very widespread and very diverse field. In that field, in which there was a growing tendency among many organisations to set up competing and conflicting international bodies to deal with similar problems, the I.L.O. would exercise overriding control. Moreover, through the I.S.S.A., the I.L.O. would be able to have closer and more intimate relations with the official and private organisations interested in the subject, relations the value of which had been mentioned by Mr. Waline.

As regards the degree of autonomy of the Centre, and as regards paragraph 14 (d), to which Mr. Waline had also referred, the Director-General expressed the view that, for the time being at least, it was important to keep to the arrangements outlined in the document. It was his intention to keep the Governing Body periodically informed of all aspects of the programme as it developed, so that it was through the Governing Body itself that the decisions would be taken and that the workers and employers in the Organisation would become intimately associated with the work of the Centre. It would not be desirable to create some kind of new institution.

He assured Mr. Purpura that he recognised the importance of the question of the Italian language and indeed of other languages, and would bear it in mind once a decision on the principle of establishing the Centre had been taken.

Mr. Ern"mann, referring to the direct participation of employers and workers in the practical work of the Centre along the lines suggested by Mr. Waline, expressed the view that it would be desirable at a later stage to go rather further than the Director-General had suggested.

The Governing Body authorised the Director-General to establish an International Occupational Safety and Health Information Centre, in co-operation with the International Social Security Association, in accordance with the arrangements described in the Office document.

**Sixteenth Item on the Agenda**

**Report of the Director-General**

**First Supplementary Report**

Association of the I.L.O. in the International Exhibition "Man and His Work", Italy, 1961

Mr. Ago pointed out that the centenary of the unification of the Italian nation would be celebrated in 1961 in the city of Turin, which had been the mainspring of that unification a century ago, and that celebration would be the occasion for a large exhibition devoted to labour. On behalf of his Government, he thanked the I.L.O. for its cooperation in this project and stated that the Italian Government would be grateful to all nations willing to take part in the exhibition and thereby to contribute to its success.

The Governing Body took note of the First Supplementary Report.

**Second Supplementary Report**

Proposed International Institute for Social and Labour Studies (Established by and under the Auspices of the I.L.O.)

The Chairman invited the Director-General to introduce his proposals.

The Director-General recalled that at the last session of the Conference, encouraged by the widespread interest expressed by delegates in the growth of the workers' education programme, he had suggested, in replying to the debate on his Report, that an International institute for social and labour studies be set up by the I.L.O. in Geneva. Since that time, he had noted a desire on the part of the governmental authorities and the employers' and workers' circles with which he had discussed the matter for a greater effort in the field of labour problems at a time when far-reaching changes were taking place in almost all parts of the world. The idea of an I.L.O. educational centre would thus effectively fill a gap.

As he considered that the matter called for very careful study, he was asking the Governing Body to appoint six of its members, two from each group, with whom he could continue his consultations with a view to framing proposals to be reported to the Governing Body at its next session, so that it might then take its decisions on the basis of more specific information.

While he hoped that at the present stage the discussion would be focused on the merits of the idea rather than on points of detail, he wished, nevertheless, to answer at once a series of questions that had been put to him since the document had been distributed, particularly by the Officers of the Governing Body.

In the first place, the Institute would deal with labour questions, which fell within the field of competence of the I.L.O., and it was not intended that it should stray into other areas of social affairs. The need was for a better understanding of the labour problems arising in the course of the social and economic changes that were taking place so rapidly throughout the world. In the second place, it was not intended to set up just another university centre. The Institute would have to have the highest academic standing but at the same time a very practical approach to its work. Thirdly, the work of the Institute would be quite separate from the existing I.L.O. educational activities—the workers' education programme, the management
development programme, the programme of training in labour administration and the labour-management relations programme—but it would be an important complement to all those activities by stimulating new thinking in the labour field. Fourthly, the Institute would have no official policies or doctrines, nor would it endeavour to reach conclusions or advocate any particular views. Its purpose would be to help others to reach their own conclusions and formulate their own policies in a better understanding of the situation. It would, of course, be guided by certain principles, and one of the most important aspects of its work would be to promote better understanding and co-operation between management and labour. Fifthly, the Governing Body should have a continuing close relationship to the Institute. The committee of six would have to be consulted about the precise nature of that relationship and the Governing Body itself would have to take the final decision. The sixth point was that it would be necessary to study carefully the arrangements for financing the new venture, and in this regard it might be desirable to encourage grants and donations. The important question of where the money was to come from and on what conditions it could be accepted would have to be dealt with at the appropriate time. In the seventh place, the Director-General proposed to remain in the closest association with the Secretary-General of the United Nations, the Director-General of U.N.E.S.C.O. and the heads of all the other specialised agencies which might have an interest in the Institute in order to ensure the co-ordination and marshalling of all the available resources. He had already informed the Secretary-General of the United Nations and the Director-General of U.N.E.S.C.O. of his initiative, indicating that he proposed to consult them regarding the form which his further proposals would take and to ensure, subject to the Governing Body's decision, that both the United Nations and U.N.E.S.C.O. had appropriate representation in the governing organs of the Institute. In a cabled reply the Director-General of U.N.E.S.C.O. had asked to be kept informed of the views of the Governing Body on this matter with a view to the meeting of the U.N.E.S.C.O. Council on 1 July, and the Director-General had already informed the head of U.N.E.S.C.O. that he would consult with him further on a more practical basis once the Governing Body had decided on the principle of establishing the Institute. Finally, every effort should be made to utilise the educational resources of Geneva institutions. The University and the Genevese municipal authorities had already intimated on their own initiative that they desired to be associated with the project and to give it their fullest co-operation. The Institute would not duplicate facilities in the Institute of the United Nations and other institutions might, on the contrary, benefit from the existence of those institutions.

The time had come for the Organisation to deal seriously with the problem in question. This scheme would give its work an effectiveness and influence that would be felt in the most constructive way throughout the world and it would be appropriate, in the 40th anniversary year of the I.L.O., to give such a demonstration of youth and vitality. He had already had the benefit of the advice of a special consultant, the Hon. Milton Gregg, a former Minister of Labour of Canada and former president of a great university in that country, and he was in a position to submit more detailed material, but it would be preferable to do so through the group of six Governing Body members that he had suggested should be appointed, so that the Governing Body could take the matter up again in the autumn.

Mr. Ramadier on behalf of the French Government, enthusiastically supported the Director-General's proposal which deserved to be explored with interest and confidence. The idea was in fact a very old one which had originated with Albert Thomas and had now been taken up again in a rejuvenated form. It should be stressed that the studies to be pursued in the Institute must necessarily be of an objective nature and that its activities could not supplant those of the International Labour Office. Its task would be, on the one hand, to assemble documentary material and information of all kinds, thus developing, without duplicating, the considerable work that the Office had already done in that field and, on the other hand, to endeavour to give a comprehensive picture of that material without, however, introducing any doctrinal thinking or political ideas. The Director-General had said that the role of the Institute would not be that of an academic body, if the reference was to the basic purpose of universities, namely the college-level training of technicians, specialists and scholars. But when it was a question of going further and working at scientific research with proven methods, there was frequently a lack of any direction of studies and there was in every country a gap between academic education and research on the highest level. That was an extremely important field, and while it was confined to a selected few persons, such persons were precisely those who could advance and enrich scientific knowledge in the various countries. In his opinion that field should not be excluded in advance from the activities of the Institute.

Mr. Ago warmly supported the Director-General's project which would indeed fill a gap. However highly developed at the national level might be the kind of work to which Mr. Ramadier had referred, it was bound to lack the material and other facilities and the degree of objectivity of an institute such as the one it was proposed to set up under the aegis of the I.L.O. To dwell solely upon the academic character of such a scheme would be to overlook its true importance. The Institute could be a real educational and research centre, organising courses, symposia and round-table discussions and carrying on analytical and research work at the same time. It was to be hoped that the Director-General and those associated with him in dealing with this question would not try to limit the various possible activities open to the Institute in the field of education, research and study, and he welcomed the cordial relationship between the Director-General of the I.L.O. and the Director-General of U.N.E.S.C.O., which would make for really fruitful co-operation.

He subscribed unreservedly to all the proposals made by the Director-General, and the Italian Government was ready to give every assistance in carrying them into effect. His only suggestion was that it might be better to amend the French version of the title to read *Institut international d'études sur le travail et sur les questions sociales*, to make it quite clear that the Institute was to be a study and research institution and not an agency which would deal with problems such as those that fell within the competence of the I.L.O. and other organisations.
Mr. Lodge congratulated the Director-General on his initiative and his able exposition of the problem. The United States Government heartily endorsed the principle of setting up the Institute and pledged its full co-operation. It was necessary for the development of free and peaceful societies that there should be increased knowledge and understanding in the whole area of social and labour matters, and an institute of the kind contemplated could become of great significance in the work of the Organisation. In 1938 the Conference had adopted a resolution in which it recommended that the I.L.O. "encourage and foster the establishment of national, regional and international institutes and centres for systematic training and study in labour-management relations", and although the work of the Institute would not be confined to that particular field, its role in it would certainly be a capital one. He supported the proposal in paragraph 20 (b) of the paper and hoped that as a result of his consultations the Director-General would be in a position at the November Session to submit more detailed proposals, particularly with respect to the necessary financial and administrative arrangements. The question might appropriately be placed on the agenda as a separate item, rather than be included in the broad discussion of I.L.O. programmes that was scheduled for that session.

Sir Guilddhame Myrddin-Evans warmly supported the project and welcomed the initiative taken by the Director-General. Any questions that he might have wished to ask at the present stage had been answered in advance by the Director-General in his opening statement. The United Kingdom Government, like that of the United States, could already give a pledge of its support and awaited with great interest the further detailed proposals which the Director-General would place before the November Session after his consultations with the committee to be appointed for the purpose.

Mr. Becker said that the Workers' group was in favour of the establishment of the Institute, which would meet a long-felt need. It was of great international importance, both from the social and human points of view, to afford workers, employers and government officials a possibility of exchanging information and ideas and of benefiting from the experience of outstanding scholars. As was stated in the Report of the Director-General, the Institute might play an important role in view of the ever-increasing importance of social problems, particularly in less developed countries. It would also promote the extension of educational work on social and labour problems throughout the world.

Mr. Kamel expressed the view that the proposed Institute would be of great benefit in providing an opportunity for discussion and the exchange of ideas and information among participants from different parts of the world, which would enhance their capacity for understanding and dealing with social and labour questions.

If the activities of the Institute were really "to be of particular interest and benefit to the underdeveloped countries", it was important that the Institute should, in fact, deal with those social and labour problems which had always been a subject of concern in those countries. He believed that a substantial part of the Institute's work should be devoted to such questions, and that they should be its primary concern for the first few years; to that end, the Board of Governors and the Faculty of the Institute should include members from countries which had had long experience of such problems.

It was also proposed that the Institute would, in close co-operation with the I.L.O. library, be a centre for documentation. In order that the maximum benefit should be obtained from this activity, it would be desirable to provide such documentation in one or two more languages than were at present in use in the Organisation, a remark which equally applied to the working languages of the Institute. This would admittedly entail increased expenditure but no effort should be spared to enable all categories of persons fully to benefit from the Institute.

Mr. Calderón Puig said that the Director-General's proposal was deserving of the enthusiastic support of all members of the Governing Body. The proposed Institute would parallel the Graduate Institute of International Studies in Geneva, which had done so much good work. It would make possible under the auspices of the I.L.O., but in an atmosphere of complete academic freedom, exchanges of ideas between university professors, sociologists, intellectuals and many other classes of people who did not take part in the meetings of the International Labour Organisation but who played a major part in the formulation of social policy in their respective countries. By establishing this Institute the I.L.O. would be making a great contribution to social progress and to the welfare of humanity and there could be no better way of celebrating its 40th anniversary. He had been enthusiastically in favour of the idea ever since the Director-General had broached it to him some two years ago and had put it before the Officers of the Governing Body. Since then, he had watched the idea taking shape in the minds of all the members of the Governing Body, and he welcomed the support that had been expressed for it by three former Chairmen of the Governing Body.

He approved the approach adopted by the Director-General in setting out the main lines of the project in his Report and proposing that concrete proposals for submission at the next session should be worked out in consultation with a group of six members of the Governing Body. The Mexican Government, persuaded of the great value of the Institute and of the important contribution it could make to social progress throughout the world, could already pledge its hearty support for the proposal; it congratulated the Director-General on having put it forward, and wished him every success in its execution.

Mr. Shkunaev deprecated the fact that the document had been distributed too late to be studied in detail. The late issue of documents was a regrettable practice in the I.L.O., particularly as regards the Report of the Director-General, the contents of which were not indicated on the agenda so that it was impossible to form any idea beforehand of the questions that would be included. It would be preferable to omit the item "Report of the Director-General" entirely from the agenda in future, and to present the subject now dealt with under that heading under a proper title.

As the authorities in the U.S.S.R. had not yet had an opportunity of studying the proposal seriously, he could not for the time being associate himself with the enthusiastic support expressed by pre-
ment and labour to refresh their knowledge and would enable representatives of government, manage­
ting its fullest support to the well-timed initiative of the
would round out their experience. This
session of more detailed proposals concerning the
suggested group of six members of the Governing
Governing Body. Under those circumstances he
also seriously review the wisdom of establishing such
Institute in the light of the discussions in the
director of labor relations, but rather to promote and
those relationships of friendship and co-operation to which the Director-General referred in his annual
report to the Conference. Nevertheless, the I.L.O.’s
educational activities were only an accessory and incidental part of its work; the fundamental task of
the Organisation should be the framing of measures to protect and safeguard the rights and interests of
the workers. In that connection he wondered how far this proposed new activity was justified in the light of the present tasks of the I.L.O. Moreove­
over, the Director-General had laid particular emphasis in his document on the question of labour-
management relations, but there were many more important matters about which nothing had been said; a great deal more had been said about the
working arrangements for the Institute than about its aims and programme. Another problem, to
which Mr. Ramadier had already referred, was that of possible overlapping between the activities of the
I.L.O. and those of the Institute. He asked what action it was proposed to take to avoid that
danger, particularly as regards documentation and the exchange of information on labour and social
problems, and to ensure that the new Institute would not afford a pretext for increasing the staff of the I.L.O. Again, unless an assurance could be given that the I.L.O. would fully control the work of the Institute, it would be difficult to justify the expenditure of the Organisation’s funds on its establishment. On a minor point, it was not clear what were the organisations referred to in paragraph 14 of the document, and a number of other questions suggested themselves.

For all the foregoing reasons the U.S.S.R. Gov­ernment had certain misgivings and was not at that stage in a position to commit itself finally. While he would not object to the further study of the question with a view to the submission at the next session of more detailed proposals concerning the aims, structure and financing of the proposed In­stitute, he suggested that the Director-General should also seriously review the wisdom of establishing such an Institute in the light of the discussions in the Governing Body in order to avoid the danger of overlapping, and thought that it would be premature to set up the suggested group of six members of the Governing Body for consultation on the detailed arrangements, since questions of principle still remained to be settled.

Mr. Dehlavi said that his Government would give its fullest support to the well-timed initiative of the Director-General, which undoubtedly would meet a real need. In view of the fact that many of the participants would be from the less developed countries, it might be desirable to arrange a kind of refresher course for them which would discuss the fundamentals of the problems to be dealt with before a start was made on practical work. This would enable representatives of government, manage­ment and labour to refresh their knowledge and round out their experience.

Some of Mr. Kamel’s remarks deserved the Director-General’s fullest consideration. The pros­lems to be dealt with arose in a more acute form for the less developed countries and it was important that the Institute’s teaching staff should include persons with intimate knowledge of those countries.

Mr. Memani said that his Government warmly supported the Director-General’s proposal. It was to be hoped that the Institute would be a place for thinking, where leadership would be developed. Its work should be so designed as to complement and lend support to national activity, and it should itself be able to turn to account the activities of educa­tional institutes and voluntary bodies engaged in research in the same field. The Institute should be equipped to undertake field work and should be large enough to exert a world-wide influence in order to produce the necessary impact quickly. It should be in a position to deal swiftly with the pressing problems of countries with low living standards, so that those countries could rest assured that their interests would receive priority attention at the international level.

Mr. Ruppert said that he fully agreed with some of the previous speakers and especially with Mr. Becker, and warmly welcomed the Director-General’s proposal.

With reference to the purpose of the Institute, he recalled that at the March 1958 Session, when the report of the Meeting of Experts on Workers’ Education was under discussion, he had drawn attention to some of its conclusions concerning the task of the I.L.O. in that field. He asked the Director-General to take the remarks he had made on that occasion into account in preparing his next report, and to give a clear picture of the future course of the I.L.O. workers’ education programme and show how it was intended to use the proposed Institute for educational purposes.

Mr. Ferrer said that the Philippine Government agreed wholeheartedly with the Director-General’s proposal. In its view the salvation of Asia lay in educating the teeming millions. The establishment of the Institute, which was entirely in keeping with the aims and mandate of the I.L.O., would be a step forward along the road to social peace and the brotherhood of man.

Mr. Guessous wished to say at this stage that his Government agreed in principle with the scheme, and would lend its fullest support to its realisation. The international character of the Institute augured well for its success.

He endorsed the remarks made by Mr. Kamel and others regarding the languages to be used in the Institute. As regards paragraph 20 (b) of the document, without in any way underestimating the value of the advice to be given by the group of six members of the Governing Body, he wondered whether it would not be better to call upon authorities to whom he himself had an academic background and still liked to keep abreast of studies on labour problems throughout the world. But he had also had some misgivings, particularly on two points, which he had at once explained to the Officers
of the Governing Body. In the first place, he hoped that if the project were to take shape, it would not compete in any way with existing universities or institutes. Secondly, he thought it essential that such an Institute should observe the strictest impartiality. To take but one example, there was no doctrine on industrial relations in the International Labour Office and it would be a great mistake to try to evolve one in such an Institute; there were a number of general principles which were common currency among all freemen and which applied equally to industry and to civic life, but otherwise systems varied from one country to another.

The Director-General's verbal and written statements were admittedly reassuring but were not yet specific enough to answer all the questions raised in the Employers' group. The chorus of praise with which the proposals had been received had nevertheless included a wide variety of suggestions, as was only natural. Mention had been made of workers' education, for instance, not only by the Director-General but by other speakers. Reference had also been made to research, even field research in various countries, and to exchanges of views and round-table discussions, and publications, although not mentioned, were also a possibility. All these activities, although they had in common the fact that they related to labour problems, were somewhat heterogeneous. More detailed information was needed as to the relative importance that it was intended to attach to each of them, and also as to the line of demarcation between the responsibilities of the I.L.O. and the responsibilities of the Institute, for instance, in the field of workers' education.

Under the circumstances, the attitude of the Employers' members was neither positive nor negative at the present stage and if asked to take a decision of principle at once they would be compelled to reserve their position, at least until the end of the present session, in order to have time to think the matter over. With regard to point (a) in paragraph 20, the Employers' group would be glad to have as much information as possible on the intentions of the Director-General and the conclusions he would draw from the present exchange of views. With reference to point (b) of that paragraph, it would be premature, in view of what he had just said, to ask that a delegation of the Governing Body be appointed at this juncture, or even to take a decision on the principle of doing so.

Sir Alfred Roberts said that the Workers' group enthusiastically supported the Director-General's proposal which would, they believed, fulfil a long-felt want. Commenting on certain points raised in the discussion, he recalled a saying that education began when one had forgotten everything that one had ever learned. That was the position of the vast majority of the workers who must needs find their training in the university of life. The lacuna mentioned by Mr. Ramadier, therefore, was greater than was commonly thought.

He would be opposed to turning the Institute into a workers' education centre. Its function should be to impart a knowledge of social and labour problems throughout the world to potential leaders of employers, governments and workers. Such knowledge of the problems of the various parts of the world and fields other than those in which the persons concerned had worked, would be the beginning of the right kind of action. Everyone had a tendency towards insularity and people must be brought to realise that their own problems, which seemed so large to them, were nothing compared with the immense problems arising in other parts of the world. From that point of view the Institute might, as the Director-General had suggested, improve co-operation between employers and workers, to the advantage of the I.L.O., of all the member countries and of all the groups.

A number of the suggestions that had been made should be approached with caution. It was clear that if documentation and tutoring were to be provided in different languages, an immense problem of financing would immediately have to be faced. The Institute might eventually assume considerable dimensions, but it must start in a modest way. The language question was, however, a matter of great importance and it was not the first time that it had arisen. The Governing Body must consider very carefully what should be done to ensure that some of those who might derive the greatest benefit from the Institute's work were not excluded from it by the barrier of language.

He did not think that the Institute should embark upon field work, as suggested by Mr. Merani, since that type of activity was more properly within the ambit of the I.L.O. itself. Nor did he think that the Institute should concentrate its activities on a programme or doctrine for the underdeveloped countries. It would attract participants from all countries, irrespective of their level of development, and that very diversity of contacts, with the opportunity it provided for the exchange of knowledge and experience, would be most beneficial for the underdeveloped countries. Referring to another of Mr. Merani's remarks, Sir Alfred Roberts said that in his opinion the Institute should base its work on principles but should not develop policies.

The Workers' group was in favour of setting up a group of six persons to consult with the Director-General, but this should not preclude members of the Governing Body or other interested parties from sending to the Director-General observations and suggestions in writing, some of which would certainly be worth incorporating into the detailed proposals for the Institute.

Mr. Haythorne thought that the proposal before the Governing Body had much to commend it. He would have liked a somewhat fuller statement of the plans before the Governing Body was asked to approve the principle, but appreciated the further observations just made by the Director-General. There were many points to be considered regarding the objectives and activities of the Institute, particularly in relation to the regular work of the I.L.O., from which it should be clearly distinguished. In addition to utilising the facilities offered by universities and other institutions in the Geneva area, it was to be hoped that the Director-General would also draw on the resources and experience of universities in many other countries which were conducting research and organising seminars in the labour field. A great stimulus to research on labour matters on a world scale could be given by bringing outstanding scholars and specialists in these matters to Geneva.

It was important that the Institute be established on a sound basis and without undue haste. If a modest start were made, as Sir Alfred Roberts had advised, and if the Institute were built up on carefully thought-out and practical plans, there was every likelihood that it would develop soundly and steadily and in response to needs rather than in advance of them.
Mr. Ylanes Ramos observed that the debate had shown how welcome was the project to establish the Institute. It was not necessary to go into detail at this stage, but the question should nevertheless be defined with clarity and he would await the result of the Director-General’s further deliberations with much interest. Often a great show of enthusiasm for an idea was only an additional warning against undue haste if disappointments were to be avoided. He, too, welcomed the project and believed that he would be able to accept it when it had been studied further provided that the proposed Institute were founded on the ideals of co-operation, understanding and mutual assistance and to the extent that it would promote social justice and peace.

Mr. Erban said that in the absence of instructions he would defer a statement of the position of the Czechoslovak Government until the next session. He could therefore agree only to the proposal in subparagraph (a) of paragraph 20.

Mr. Kitlani associated himself with those who had welcomed in principle the initiative of the Director-General, but reserved the final position of his Government until the next session, when details of the project would be submitted. From what the Director-General had just said and from the outline in the document, particularly the initial sentences of paragraph 20, it was clear that the project was a very ambitious one of far-reaching importance. The aim was to set up an Institute of the first rank that would be unequalled anywhere in the world, and therefore the project required careful preparation.

He supported Mr. Kamel’s request that the Director-General should give full consideration to the needs and problems of the less developed countries when drafting the final details of the project. He also supported Mr. Kamel’s proposals as regards the languages of the Institute. He had noted particularly the initial sentences of paragraph 8, it was clear that the project was a very ambitious one of far-reaching importance. The aim was to set up an Institute of the first rank that would be unequalled anywhere in the world, and therefore the project required careful preparation.

Mr. Josz said that the Belgian Government approved the two proposals before the Governing Body regarding the further consideration of this question. As regards paragraph 20 (b) he was afraid that to allow a further period of reflection before deciding to set up the group of six members of the Governing Body might involve long procedural delay in bringing to fruition an idea which all members had recognised as being an interesting one. As the project had already been examined from various angles, the time had perhaps come to allow the Director-General to work out more detailed plans by making available to him forthwith the advice of members of the Governing Body who were familiar with the reactions of government, employers’ and workers’ circles. He suggested that a decision should be taken at the present sitting on the principle of setting up the group in question to advise the Director-General, leaving the appointment of the members of the group for the sitting of the Governing Body to be held at the close of the Conference.

The Director-General thanked the speakers for all their expressions of support for the principle of his proposals; some of them had gone even further than was requested in the paper before the Governing Body. His decision to submit a paper of a general nature first, pending the submission of more detailed plans in November, had been taken after mature reflection and after consulting the Officers of the Governing Body, and the discussion that had taken place appeared to have borne out the value of that approach. It was natural that there should be certain misgivings owing to the fact that essential details were still missing.

At the present stage, and taking into account the discussion that had taken place, all that he was asking of the Governing Body was that it authorise him to submit at the next session the detailed plans mentioned in paragraph 20 (a). As regards subparagraph (b), he emphasised that no commitment was involved for the six members of the Governing Body mentioned therein; they would not be convened as a committee or working group but simply as individuals who would be available for advice on the paper that he would be presenting quite independently to the Governing Body. As the Belgian Government representative had suggested, those appointments might be made at the sitting to be held at the close of the Conference, thus giving the Director-General time to decide on their nominations. He further intended, in line with the suggestions made by Sir Alfred Roberts and Mr. Guessous, to get into touch with other competent and experienced individuals and to secure their advice before putting the detailed proposals to the Governing Body at its next session.

The Governing Body adopted paragraph 20 (a) of the Second Supplementary Report.

Mr. Waline said that for the reasons he had previously given, his colleagues would not oppose the adoption of subparagraph (b), provided it was understood that the appointment of the two Employer members would not in any way commit them on the actual principle of setting up the Institute.

The Chairman said that he had an assurance from the Director-General that he agreed with that interpretation.

Mr. Shkumaev concurred in the remarks made by the spokesman for the Employers’ group. He said that if a vote were taken on paragraph 20 (b) he would abstain, because he did not see why the Director-General, who was in a position to consult members of the Governing Body directly, should want six of them to be especially designated for that purpose.

The Chairman said that unless a formal vote was requested the opinions and the opposition or abstention of certain members would be recorded in the minutes, and he would take it that the Governing Body adopted subparagraph (b) by a large majority.

The Governing Body adopted paragraph 20 (b) of the Second Supplementary Report.

The Chairman congratulated members of the Governing Body on having marked the 40th anniversary of the International Labour Organisation by their support of this important initiative of the Director-General. The obstacles that this fertile idea would inevitably encounter would certainly be surmounted and the project would do honour to the Organisation.

The sitting closed at 12.35 p.m.

Barboza-Carneiro.
MINUTES OF THE FOURTH SITTING

(Saturday, 30 May 1959, 3.15 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Ambekar, Mr. Becker, Mr. Bellingham-Smith, Mr. Bergenström, Mr. Björck, Mr. Bothereau, Mr. Bravo Caro, Sir Lewis Burne, Mr. Campanella, Mr. Cisneros, Mr. Clausen, Mr. De Bock, Mr. Dehlavi, Mr. Droguett del Pierro, Mr. Erban, Mr. Faria, Mr. Faupl, Mr. Ferrer, Mr. Gayouir, Mr. Goroshkin (replaced during part of the sitting by Mr. Shkunaev and Mr. Sauhin), Mr. Josz, Mr. Kawasaki, Mr. Kittani, Mr. Lodge (replaced during part of the sitting by Mr. Zempel), Mr. Mainwaring, Mr. Merani, Mr. Mishiro, Sir Guildhaume Myddin-Evans (replaced during part of the sitting by Mr. Robertson), Mr. Nielsen, Mr. Parker, Mr. Pequeno, Mr. Purpura, Mr. Ramadier, Mr. Richter, Sir Alfred Roberts, Mr. Ben Seddiq, Mr. Tata, Mr. Wain, Mr. Yllanes Ramos, Mr. Yu.

NINTH ITEM ON THE AGENDA

Reports of the Committee on Freedom of Association

The Chairman recalled that consideration of the Committee's 33rd, 34th and 35th reports had been adjourned from the 141st Session of the Governing Body to the 142nd Session, in accordance with the procedure adopted by the Governing Body in November 1958, whereby reports dealing with less urgent cases were to be examined at the session following that at which they were distributed.

Thirty-third Report

Mr. Shkunaev said that in the opinion of the U.S.S.R. Government the lopsided composition of the Committee on Freedom of Association and the shortcomings in its procedure rendered it incapable of effectively upholding trade union rights in the modern world. The procedure adopted by the Governing Body in November 1958 had worsened the situation, for the Committee took the view that most of the complaints were of no particular urgency and adjourned consideration of them. The Committee also dismissed a large number of complaints for reasons of form without examining them on their merits. Its latest reports showed that it pursued complaints repeatedly made by the U.S.S.R. Government the lopsided composition of its membership, the fact that the Governing Body itself paid so little attention to the reports showed how well founded were his observations. The U.S.S.R. Government declined to assume any responsibility in regard to the conclusions of the Committee on Freedom of Association and would therefore not take part in the voting on the various recommendations which the Committee had made.

Mr. Wain observed that Mr. Shkunaev was accusing the Committee of political partiality and was suggesting that it had changed its procedure for the worse since it now took longer for the Governing Body to examine complaints. It should be remembered, however, that the Governing Body had adopted the new system largely to meet the complaints repeatedly made by the U.S.S.R. Government representative that he had not had time to read the Committee's reports. Since Mr. Shkunaev had this time had an opportunity of making a thorough study of the various cases before the Governing Body, he ought to avail himself of the opportunity of substantiating the accusations he had made.

Mr. Ramadier protested against Mr. Shkunaev's remarks which in his view were inadmissible and did not denote a completely open mind on the part of the speaker, for it was impossible to deny the impartiality of the Committee on Freedom of Association and the absence of any political motivation behind its decisions. After preliminary preparation by the Office staff the Committee made a very conscientious review of the cases laid before it; it elicited further information when the evidence appeared to be too scanty, and then took an impartial decision, making every effort to take all the points of view and all the circumstances into account.

Mr. Erban stated that he would abstain from voting on all the points under the ninth item on the agenda for reasons he had already given at previous sessions relating to the composition and the activities of the Committee.

Introduction.

The Governing Body took note of paragraphs 1-10 of the report.

Complaints Which the Committee Recommends Should Be Dismissed without Being Communicated to the Government Concerned.

The Governing Body adopted the recommendation in paragraph 13 (case No. 191: Sudan) of the report.

Cases Which the Committee Recommends Should Be Dismissed.

The Governing Body adopted the recommendations in paragraphs 21 (case No. 167: Jordan), 27 (case No. 178: United Kingdom-Northern Rhodesia) and 38 (case No. 189: Honduras) of the report.

Conclusions concerning the Cases relating to the United Kingdom (Aden) (case No. 178) and Haiti (case No. 184).

The Governing Body adopted the recommendations in paragraphs 78 (case No. 178: United Kingdom-Aden) and 124 (case No. 184: Haiti) of the report.
Introduction.

The Governing Body took note of paragraphs 1-3 of the report.

Cases Which the Committee Recommends Should Be Dismissed.

The Governing Body adopted the recommendations in paragraphs 26 (case No. 130: Switzerland) and 34 (case No. 188: Denmark) of the report.

Thirty-Fourth Report

Introduction.

The Governing Body took note of paragraphs 1-5 of the report.

Complaints Which the Committee Recommends Should Be Dismissed without Being Communicated to the Government Concerned.

The Governing Body approved the recommendations in paragraphs 8 (case No. 156: France-Algeria) and 15 (case No. 195: France) of the report.

Thirty-Fifth Report

Introduction.

The Governing Body took note of paragraphs 1-5 of the report.


The Governing Body adopted the recommendations in paragraphs 9 and 11 of the report.

Procedure for Examination of Reports on Ratified Conventions (Article 22 of the Constitution).

The Chairman recalled that the Committee of Experts on the Application of Conventions and Recommendations had adopted a special report on this subject which had been circulated to members of the Governing Body, on the basis of which the Committee on Standing Orders and the Application of Conventions and Recommendations was suggesting a simplified procedure. At its second sitting the Governing Body had decided to adjourn consideration of paragraph 38 of the report of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference for discussion in connection with this section of the present report.

Mr. Waline said that the Employer members were anxious that the Governing Body should not be accused of having taken a decision contrary to article 22 of the Constitution which provided that "Each of the Members agrees to make an annual report to the International Labour Office on the measures which it has taken to give effect to the provisions of Conventions to which it is a party. These reports shall be made in such form and shall contain such particulars as the Governing Body may request." Under the terms of the second part of the article it seemed possible for the Governing Body, while requesting an annual report on each ratified Convention, to confine itself every other year to asking a very simple question (subject to the exceptions mentioned in paragraph 21 of the report) without requiring governments to furnish the detailed information requested in the present questionnaires.

Sir Alfred Roberts suggested on behalf of the Workers' group that detailed reports should be submitted by governments in alternate years and that in the years in which certain Conventions were not reported on in detail, governments might submit a general report stating, for instance, that a detailed report on these Conventions would be made in another year. This solution would enable article 22 to be observed and would obviate any change in the Constitution.

1 See below Minutes of the Seventh Sitting, p. 45.

2 See above Minutes of the Second Sitting, p. 21.
Sir Guildhaume Myrddin-Evans regretted that neither the Employers' group nor the Workers' group were prepared to accept the proposal of the Committee of Experts, which had the merit of simplicity and would make possible effective control over the application of Conventions. The many Conventions and Recommendations adopted by the Conference had laid upon governments, the Committee of Experts and the Conference itself a truly staggering task. If the Governing Body did not make up its mind to modify the established procedure, it was quite clear that control over the application of Conventions and Recommendations would become less and less effective as the years went by and as further instruments were adopted by the Conference.

He appreciated the doubts on the part of the Employers' and Workers' groups regarding the interpretation of article 22, and agreed that the wording was ambiguous, but since the Governing Body was advised by its legal experts that the proposal made by the Committee of Experts was completely constitutional, and since it recognised that the proposal was a reasonable one, there was no reason to question the advice of the legal experts. He himself would have been prepared to approve the proposals of the Committee of Experts for the reasons it had given. However, in deference to the misgivings of the Workers' group and the Employers' group, he would be willing to accept their proposal in the terms suggested by Sir Alfred Roberts provided that it commended itself to the Governing Body as a whole, and on the understanding that, in the alternate years in which detailed reports were not made, it would suffice to send in a compendious report merely stating, for example, that a detailed report would be submitted in the following year.

Mr. Ribeiro da Cunha also regretted that the proposals of the Committee of Experts could not be adopted as they stood. In countries like Portugal, whose language was not one of the official languages of the I.L.O., all the questionnaires had to be translated and the burden placed on the responsible departments was such that, in many cases where the Government might have been able to ratify a Convention, the necessary staff would not have been available to make out the reports.

Mr. Josz expressed the opinion that if Mr. Waline's proposal could be somewhat clarified it might enable the Governing Body to maintain a line which would be more consistent with the letter and the spirit of article 22.

Mr. Waline explained that the Employers' group would agree that in every alternate year governments should merely be asked, by means of a fairly simple general question, to state whether there had been any noteworthy changes in the situation regarding Conventions on which no detailed reports were requested in that year, so that they would not have to provide a whole series of particulars as at present requested in the detailed reports. It was, moreover, important to maintain the exceptions mentioned in paragraph 22 of the report. When a government had just ratified a Convention, it was essential that its first report should be forwarded immediately and not 12 months later and, similarly, if after examining this first report the Committee of Experts asked the government for further information, it should not have to wait two years to receive a reply.

Mr. Makeev stressed that the Governing Body ought to do everything in its power to improve methods of supervising the application of Conventions and Recommendations. In the interests of the workers this supervision should be closer, fairer and more objective. With this in mind he could agree neither to the Experts' approach to the problem nor to their specific proposals.

The Experts had merely considered this question from the technical viewpoint of review in the Committee of Experts and by the Office itself. Several speakers had rightly drawn attention to the fact that some of the recommendations were not entirely in keeping with article 22 of the Constitution, the second part of which specified merely that "These reports shall be made in such form and shall contain such particulars as the Governing Body may request". The Governing Body drew up the form of report and on it received the information it requested; article 22 imposed no other obligation on the Governing Body and conferred on it no other rights. On a true construction of this article, therefore, it was apparent that the suggestion of a new procedure was tantamount to a proposal to alter the Constitution, and hence it would only be possible to introduce it after going through the procedure laid down in article 36 (Amendments to the Constitution). Consequently he could not concur in the view taken by the Committee of Experts that article 22 of the Constitution did not imperatively require the submission of an annual report on each ratified Convention.

Whereas implementation of the suggested procedure would raise a whole series of problems, a close analysis of the Experts' report suggested that its only advantage would be to lighten the task of the Committee and of the Office. That explained why the most forceful proponents of the change, particularly in the Committee of Experts, had been members of the Office staff. It seemed a little strange, however, that the Organisation should approach the solution of the problem from a purely technical standpoint. From this angle a simpler solution would be to reallocate the staff of the Office, or again, to enlarge the Committee of Experts, and in particular to introduce the latter effect has been laid before the Conference Committee in 1958.

He had the impression that the Committee of Experts and the Office staff had been frightened by the increasing number of ratifications and the greatly increased workload which it entailed, instead of welcoming them. He was convinced that the introduction of a new procedure would weaken the whole system of control over the application of Conventions and Recommendations, and he could not subscribe to the arguments advanced by Sir Guildhaume Myrddin-Evans. Even under the present system, there were cases in which a question could not be entirely cleared up in the space of one year, and a number of years elapsed between the first report and the date on which the Committee reached a final decision. If the new procedure were introduced the governments concerned would find it even easier to evade supervision, and the opportunities for the trade unions to participate in that supervision under articles 23 and 24 of the Constitution would become even more remote, a fact which the Workers' representatives ought to bear in mind.

He was also deeply apprehensive regarding the proposal to continue the annual examination of reports in cases where important divergencies had been revealed by the Committee of Experts or by the Conference. It was clear to anyone with a
few years' experience in the I.L.O. that the definition of what constituted "important divergencies" was a difficult matter and the reports of the Committee of Experts showed that the expression had been interpreted in varying ways in different cases. It was therefore necessary to create conditions in which the Committee could examine the reports laid before it with greater objectivity.

For the foregoing reasons, Mr. Makeev could not support the recommendation of the Committee. Mr. Waline could not accept the original proposal made by other speakers, which did not really answer the requirements of article 22 of the Constitution.

The Director-General assured members of the Governing Body that the proposals of the Committee of Experts were not inspired by any desire to attack the procedure for supervising the application of Conventions. Those proposals had been made unanimously by the Committee; its members included some of the most outstanding legal experts in the world, and they had satisfied themselves and had assured the Director-General that nothing in their proposals was at variance with article 22 of the Constitution.

In its judgment, and in that of the Committee of Experts, the proposals would not weaken the procedure for control over the application of existing or future Conventions. The Governing Body was confronted with a very serious and important practical problem. Ten years ago the Committee of Experts had been dealing with approximately 1,000 reports; it was now dealing with some 5,000, in the same period of time, with the same number of experts and the same staff. Any request for an increase in staff or in the length of the Committee's sessions would probably be unwelcome to the Governing Body. What was required, therefore, was an adaptation of working methods to meet the new requirements. It should be remembered that the majority of the reports that the Committee had to examine related to old Conventions with which it had been familiar for years. He accordingly urged the Governing Body to look at the issue from this practical point of view, satisfied that the recommendations of the experts were in no way contrary to the Constitution of the I.L.O.

Sir Guildhaume Myrdin-Evans asked whether, in the light of the Director-General's remarks, the Workers' group and the Employers' group could not accept the Committee's original proposal.

The Director-General, in reply to a question by Mr. Waline, explained that if the Governing Body could not accept the original proposals made by the Committee of Experts, the proposal made by Sir Alfred Roberts would be an acceptable compromise. The Director-General said that the Belgian Government, which had recommended the proposal, was of the opinion that the revised proposal did not meet the requirements of the Constitution, which Mr. Waline had declared himself anxious to respect, any more than did the original proposal. He pointed out that the bulk of the work of the Committee of Experts consisted in examining the first reports due upon ratification of a Convention; subsequent reports frequently amounted to only a few lines indicating that there had been no change in the legislation. He thought that his own proposals in relation to the duplication of duties among the Office staff and an enlargement of the Committee of Experts deserved the attention of the Governing Body as a means of solving the problem which admittedly existed.

Mr. Josz said that the Belgian Government could agree to an amendment along the lines of Sir Alfred Roberts's proposal on condition, firstly, that the text should make it clear that a government would not be able merely to say that it would reply in the following year and, secondly, that the general question on the Convention or Conventions which were not being reported on in detail should ask governments to inform the Office of any new developments concerning the application of the Conventions.

Mr. Waline added that it was to be understood that the two conditions made by the Committee of Experts, namely the obligation on the government to send in a report immediately after ratification of a Convention and the obligation to submit a further report in the following year if explanations were requested, would be maintained. These conditions, together with the obligation to present an annual report, would ensure that the letter of the Constitution was respected.

The Chairman confirmed Mr. Waline's understanding of the proposals.

The sitting was suspended at 4.35 p.m. and resumed at 5.40 p.m.

The Chairman requested the Governing Body to take a decision on the proposals of the Committee of Experts as amended by the additional proposal made by Sir Alfred Roberts.

The Governing Body approved the adoption, on an experimental basis, of the procedure for the examination of article 22 reports suggested by the Committee of Experts on the Application of Conventions and Recommendations, subject to the conditions specified in paragraph 31 of the report of the Committee on Standing Orders and the Application of Conventions and Recommendations and to the further condition that each government would be called upon to submit each year a general report concerning the Conventions for which a detailed report was not required in that year.

Mr. Erban and Mr. Makeev asked that their opposition to this decision be placed on record.

The Chairman said that this decision of the Governing Body would be submitted to the Conference of Governmental Representatives and Recommendations and that its adoption implied the adoption of paragraph 38 of the report of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference, which had recommended "that the whole matter should be further examined by the Governing Body Committee on Standing
Orders and the Application of Conventions and Recommendations”.

The Chairman, in reply to a question by Mr. Fenna, confirmed that the question of the minimum number of ratifications necessary to bring a Convention into force, referred to in paragraph 38 of the report of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference, would also be referred to the Governing Body’s Committee on Standing Orders and the Application of Conventions and Recommendations for further examination.


The Governing Body took note of paragraph 23 of the report.

ELEVENTH ITEM ON THE AGENDA

Report of the Financial and Administrative Committee

Financial, Budgetary and Administrative Questions


The Governing Body adopted the proposal in paragraph 2 of the report and accordingly decided to recommend the Conference to adopt the audited accounts for 1958.

Appointment of Auditor.

The Governing Body adopted the recommendation in paragraph 3 of the report and accordingly decided to reappoint Mr. Uno Brunskog as auditor for a further period until 1 April 1961.

Budgetary Situation (1959 Budget) on 30 April 1959.

Situation of the Expanded Programme of Technical Assistance Account on 30 April 1959.

United Nations Special Fund.

Financing of Proposed Meetings and Other Projects for Which No Provision Exists in the 1959 Budget.

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

Working Party to Prepare “Ad Hoc” Meeting on Civil Aviation.

The Governing Body adopted the recommendation in paragraph 14 of the report and accordingly decided that the additional cost to the I.L.O. of the Working Party to Prepare the Ad Hoc Meeting on Civil Aviation, estimated at $973, should be financed from savings within item 13 (Committees) of the Budget, or by transfer from some other item, or, if this 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 1961.

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

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

Pensions and Staff Questions

Statement by the Staff Representatives.

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

Pensions Questions

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

The Governing Body adopted the recommendation in paragraph 29 of the report and accordingly decided to submit to the Conference a draft resolution concerning the contributions payable to the I.L.O. Staff Pensions Fund for 1960, which the Board submitted in accordance with article 7 of the Regulations of the I.L.O. Staff Pensions Fund.


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

Appointments to the Investments Committee under the I.L.O. Staff Pensions Fund Regulations.

The Governing Body adopted the recommendation in paragraph 37 of the report and accordingly decided to reappoint Mr. A. de Chalendar (France), Col. Terence Maxwell (United Kingdom) and Mr. Herman P. Volz (United States) as members of the Investments Committee under the I.L.O. Staff Pensions Fund Regulations for a further period until 31 December 1960.

Appointments to the Administrative Board of the I.L.O. Staff Pensions Fund and to the I.L.O. Staff Pensions Committee (United Nations Joint Staff Pension Fund).

The Governing Body adopted the recommendation in paragraph 33 of the report and accordingly decided to recommend that the Conference reappoint to the Administrative Board of the I.L.O. Staff Pensions Fund for a period of three years from 9 October 1959 and to the I.L.O. Staff Pensions Committee (United Nations Joint Staff Pension Fund) for a period of three years from 11 July 1959 the following existing members and substitute members of these bodies, namely:

Members: Prof. H. S. Kirkaldy (United Kingdom), Miss G. J. Stemberg (Netherlands), Mr. M. Juul-Christensen (Denmark);

Substitute member: Mr. Charles R. McCord (Canada).

I.L.O. Staff Pensions Fund.

Proposal for notional increase of 5 per cent. in pensionable remuneration of Professional category and higher salary levels.

The Governing Body adopted the recommendation in paragraph 42 of the report and accordingly decided—(a) that, for the specific and sole purpose of contributions to and benefits payable from the I.L.O. Staff Pensions Fund, the pensionable remuneration in respect of officials in the Professional category and higher levels whose remuneration is subject to article 57bis of the Staff Regulations (Duty Station Adjustments—Non-Pensionable) should be increased notionaly by 5 per cent. with effect from 1 January 1959.
to recommend to the Conference that the Regulations of the I.L.O. Staff Pensions Fund be amended by the addition of a new paragraph (paragraph 4) to article 6 and a new subparagraph (subparagraph (c)) to article 7 in accordance with the draft set out in the Appendix to the report;

that the additional cost in contributions on the 5 per cent. notional increase in pensionable remuneration, estimated at $2,017 for 1959, should be financed from savings within item 22 of the budget or, if this 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 1961;

to recommend the Conference to add $2,056 to the estimate for sub-item 22.00 (contributions to the I.L.O. Staff Pensions Fund) in the 1960 budget;

that the annuity of $6,813 payable under the amendment to article 7 of the Pensions Fund Regulations on 1 January 1959, chargeable to sub-item 22.12 (I.L.O. Staff Pensions Fund: Amortisation of Actuarial Deficit), should be financed by savings within item 22 (Staff Pensions Fund and related provisions) or, if this proved impossible, by means of a supplementary credit to be found by withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1961;

to recommend the Conference to add $6,813 to the estimate for sub-item 22.11 (I.L.O. Staff Pensions Fund: Amortisation of Actuarial Deficit) in the 1960 budget.

I.L.O. Staff Pensions Fund: Considerations Arising from United Nations Decision to Apply Increases in United Nations Joint Staff Pension Fund Benefits (Change from 1% to 1%5) Retroactively to Pensions Which Were in Payment at 1 January 1958.


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

Claim for Compensation for Officials of the I.L.O. or League of Nations Who Resigned under the Wartime Emergency Measures and Took Capital Sums from the Pension Fund and Who Were Subsequently Reengaged by the I.L.O.

Sir Alfred Roberts said that the Workers' group felt very strongly about the further deferment of an issue which was extremely serious for the officials concerned, and which had officially been raised before the Governing Body fully two years ago. The Director-General had proposed to the Financial and Administrative Committee that a working party might lead to delay. He suggested to the Committee and the Governing Body would still be prepared to come to conclusions at that time.

Sir Guildhaume Myrddin-Evans hoped that the Workers' group would not pursue this proposal. The Financial and Administrative Committee was the proper body to make recommendations on the subject. The extremely complicated paper had been distributed just as the Committee was meeting, and several members had wished to have further time to study it. If a working party were set up the Committee and the Governing Body would still have to examine the problem in detail, so that it would be preferable to leave the matter over until the November Session, when the Financial and Administrative Committee would be better able to consider it. As far as the United Kingdom Government was concerned, it would certainly be prepared to come to conclusions at that time.

Mr. Waline pressed for an early solution of the problem, whatever procedure was adopted. Many of the persons concerned were French officials who had had to take the capital value of their pension entitlement in 1940 and live on this capital as the result of the difficulties in which they found themselves owing to the occupation of their country.

Mr. Fennema pointed out that if a working party were set up and submitted a report in November, many Government representatives would not be able to act immediately on the basis of that report. It was therefore in the interest of the officials concerned not to establish a working party, since the Governing Body itself might then reach a conclusion in November.

Mr. Ramadier, stressing the urgency of the problem, urged that the deferment requested by certain members of the Committee should be the last. If it were agreed that a decision would be taken in November, he could concur with Sir Guildhaume Myrddin-Evans, but if the Governing Body at its November Session were merely going to decide to set up a working party, it would be preferable for it to do so at once.

Sir Guildhaume Myrddin-Evans repeated his assurance that the United Kingdom Government would be prepared to come to a decision in November. The Governing Body was no less anxious than the officials concerned to dispose of the matter, and a working party might lead to delay. He suggested that the subject be deferred until November on the understanding that a decision would be taken then.

Sir Alfred Roberts accepted Sir Guildhaume's assurance, but wished to know the attitude of other members of the Financial and Administrative Committee. If the Workers' group could be given reasonable assurance that the issue would be settled in November 1959, he would withdraw his motion.

Mr. Fennema said that he would do his best to see that his Employer colleagues came to a decision in November.

Mr. Merani said that the Government of India would also be willing to take a decision at the November Session.

The Governing Body took note of this section of the report and placed on record its intention of reaching a conclusion at its 143rd Session on the matters raised therein.
Staff Questions

Occupation of Budgetary Posts on 1 May 1959.

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

Appointments to the Administrative Tribunal of the International Labour Organisation.

The Governing Body adopted the recommendation in paragraph 64 of the report and accordingly decided to propose to the International Labour Conference at its 43rd Session a resolution in the following terms:

The Conference, in accordance with Article III of the Statute of the Administrative Tribunal, appoints Mr. Maxime Letourneur (France) as a judge of the Administrative Tribunal of the International Labour Organisation for a period of three years, and

Extends the terms of office of Mr. Albert Devèze (Belgium) as a judge and of Mr. Iasson Stavropoulos (Greece) as a deputy judge of the Administrative Tribunal of the International Labour Organisation, for a further period of three years.

I.L.O. Staff Sickness Insurance Fund—Retired Officials.

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

TWELFTH ITEM ON THE AGENDA

Reports of the Allocations Committee

First Report

Procedure for Continuing the Work of the Allocations Committee during the Conference.

The Governing Body adopted the recommendation in paragraph 2 of the report and, in accordance with the practice followed in previous years, authorised the Committee to continue its work after the meetings of the Governing Body on 30 May 1959, and to submit its reports direct to the Finance Committee of Government Representatives of the Conference.

THIRTEENTH ITEM ON THE AGENDA

Report of the International Organisations Committee

Proposed Agreement with the Commission for Technical Co-operation in Africa South of the Sahara.

Sir Alfred Roberts drew attention to an ambiguity in the last phrase of the preamble to the agreement, and proposed that it be redrafted to make it clear that it did not exclude the independent States Members of the Organisation in the area in question.

Mr. Kittani and Mr. Guessous supported the point made by Sir Alfred Roberts.

Sir Guildhaume Myrddin-Evans agreed that the phrase in question was ambiguous and suggested that the Director-General should be asked to find a suitable form of words to meet Sir Alfred’s point.

It was so agreed.

Mr. Shkunaev said that as the U.S.S.R. Government had at previous sessions consistently voiced its disapproval of the splitting up of Africa into two zones, he would abstain from voting on this part of the report.

Mr. Erban also asked that his abstention be recorded.

Subject to the abstention of the Government representatives of the U.S.S.R. and Czechoslovakia, the Governing Body adopted the recommendation in paragraph 2 of the report.

Danger Symbol for Corrosive Substances: Results of Consultations with the United Nations.

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


The Governing Body adopted the recommendation in paragraph 5 of the report.

Activities of United Nations Bodies and Other Organisations.

Mr. Yllanes Ramos observed that the Committee’s report dismissed the 27th Session of the Economic and Social Council in one line. As he had attended that session as an observer from the International Organisation of Employers, he wished to report to the Governing Body on its proceedings, the more so since the I.L.O., as a specialised agency of the United Nations, had direct relations with the Economic and Social Council.

The fifth item on the agenda for that session related to a matter of fundamental interest to the I.L.O., namely the economic development of underdeveloped areas, and consideration had also been given to problems arising out of the reports from the International Monetary Fund, the International Bank for Reconstruction and Development and the International Finance Corporation. The resolutions adopted assigned only a secondary and inadequate role to the I.L.O.; there had been no previous study to ensure that the I.L.O. should play its proper part in this matter and fulfil the obligations which devolved upon it. It was therefore desirable that at Economic and Social Council meetings the I.L.O. should be represented not only by an official, but also, where the agenda warranted it, by a tripartite delegation from the Governing Body. Moreover, when stating the I.L.O.’s views on issues under discussion, attention should be drawn to all its activities so as to show exactly where the Organisation stood. Finally, as regards such specific problems as those of the development of underdeveloped countries, the whole work of the I.L.O. in that field should be borne in mind, both the Conventions and Recommendations adopted and its activities in the field.

In the light of these considerations Mr. Yllanes Ramos criticised the absence of any reference to these problems in the report.

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

United Nations Special Fund.

Social Aspects of the Compulsory Prohibition of Driving of Heavy Vehicles during the Night and on Sundays.

The Governing Body took note of these sections of the report.
FOURTEENTH ITEM ON THE AGENDA

Reports of the Committee on Industrial Committees

First Report

I. Meeting to Prepare a Model Individual Control Book for Drivers and Assistants in Road Transport.

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

II. Seventh Session of the Coal Mines Committee.

Mr. Merani said that the mine disasters which occurred from time to time in different countries had become a problem which should receive attention at the international and not only at the national level. Certain aspects of the question had already been considered by committees of experts, and on others studies had perhaps been prepared. This was, however, a field in which studies were not enough and he suggested that it was necessary to convene a meeting of experts to review major mining disasters in the light of all the relevant factors—rescue, rehabilitation, technical matters, prevention, etc. The experience accumulated in the individual countries might thus be made available to the other States concerned and from this exchange of views a body of conclusions might emerge of value to the countries where there was a need to implement them. He therefore submitted for the consideration of the Director-General a proposal that a small meeting of experts, perhaps six to eight persons from countries where adequate experience was to hand, should be convened. The expense of such a meeting might be met out of savings during the year or, if that was not possible, the necessary provision might be made in the 1960 budget.

Mr. Mainwaring, though he had every sympathy with Mr. Merani's suggestion, was not sure whether calling a committee of experts was the best way of handling the problem of mine disasters. He suggested that the Director-General should look into the various possibilities.

Sir Alfred Roberts said that the International Mine-workers' Federation was also asking for a meeting to be convened.

Mr. Ramadier and Mr. Tata endorsed Mr. Merani's proposal and also Mr. Mainwaring's suggestion that the Director-General should examine the various possibilities.

Mr. Zempel stated that the United States Government supported the Canadian Government representative's suggestion.

The Director-General said that he would look into the problem.

The Governing Body adopted the recommendation in paragraph 9 of the report.

Mr. Zempel drew attention to the reference in paragraph 13 to the view expressed by the United States Government member on the Committee that it would be more useful to ask the Office to undertake immediately a study of the difficulties of the coal industry and their social consequences, which might be submitted to the November Session of the Governing Body, rather than to convene a tripartite technical meeting. The Government members of the Committee had expressed a wish that the Director-General might take the suggestion into account when examining the proposal in paragraph 17, and he therefore asked that it should be regarded as part of the Governing Body's recommendations on this point.

Mr. Robertson supported Mr. Zempel's suggestion. He emphasised that the United Kingdom Government representative had agreed to the Committee's conclusions in paragraph 17, only on the understanding that he reserved his position regarding the whole principle of convening a tripartite meeting and that that principle would still have to be considered by the Governing Body at its next meeting in the light of the paper to be submitted by the Director-General.

The Governing Body adopted the proposal in paragraph 17 of the report, on the understanding that in preparing his proposals for the 143rd Session the Director-General would have regard to the points raised by the United States and United Kingdom Government representatives.

III. Composition of the "Ad Hoc" Meeting on Civil Aviation.

The Governing Body adopted the recommendations in paragraphs 19 and 20 of the report.

Mr. Sautin remarked that the basis on which it was proposed to invite States to the meeting, i.e. the passenger-kilometre figure, was ill-chosen, since it did not properly reflect the development of civil aviation in a given country, particularly as the meeting would be concerned not which the extent of the air network or with the passenger figures but rather with social problems.

The U.S.S.R., a highly industrialised country, should have been included in the list of countries to be invited. Admittedly, it had not provided passenger-kilometre data, but the I.L.O. had access to indices relating to the number of passengers carried, which were of equal economic significance, although, instead of being expressed in absolute terms, they showed the rate of growth of civil aviation in the U.S.S.R. In the U.S.S.R. the number of passengers carried in 1956 was 18 times greater than in 1940, a fact that was significant of the prospects of civil aviation in that country.

The Soviet Union was interested in the items on the agenda and desired to participate in the meeting. The exclusion of the Soviet Union was, moreover, at variance with the principle of equitable geographical representation. Though he was not against the inclusion of any of the countries mentioned in paragraph 24, he criticised the method applied in selecting them. He would therefore vote against the adoption of this paragraph and requested the inclusion of the U.S.S.R. in the list.

Mr. Kittani said that he was persuaded that, despite the absence of passenger-kilometre data, the U.S.S.R.'s air network was sufficiently developed to warrant that country's being invited. He could not, therefore, support the recommendation in paragraph 24 and would abstain.

Mr. Erban supported the request of the U.S.S.R. Government representative.

By 30 votes to 4, with 4 abstentions, the Governing Body decided not to include the U.S.S.R. in the list.
of countries to be invited to the Ad Hoc Meeting on Civil Aviation.

The Governing Body adopted the recommendation in paragraph 24 of the report.

IV. Other Questions.

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

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

Representation of Non-Governmental Organisations at Sessions of Industrial and Analogous Committees:

(a) Sixth Session of the Building, Civil Engineering and Public Works Committee.

The Governing Body adopted the recommendation in paragraph 31 of the report.

(b) Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers.

Mr. Waline stated that the Employers' group would abstain on paragraph 37 for the reasons indicated in the report.

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

Fifteenth Item on the Agenda

Composition and Agenda of Committees and of Various Meetings

Proposals relating to a Meeting of Experts on Employment Objectives in Economic Development.

Mr. Fennema expressed the wish that, when drawing up the list of experts to be invited to the meeting, the Director-General would consult with the Officers of the Governing Body.

Mr. Shkunaw supported the proposal to convene a meeting of experts, contingent upon approval by the Conference of the necessary financial budgetary provisions. He stressed, however, that objectivity was a condition for the success of the meeting, and urged that the experts should be selected on the widest possible geographical basis.

Sir Alfred Roberts said that the paramount consideration in a meeting of only seven persons should be quality rather than geographical distribution. The Workers' group had thought of asking that Workers' experts should take part in the meeting, but in view of the very high qualifications required of the experts they had accepted the Office's suggestions. The real difficulty so far as membership was concerned was the inadequacy of the financial provision made by the Governing Body. The suggestion to convene two successive meetings was a sound one; after their initial meeting the experts would be able to reflect on the problem and correspond with the Office before drafting their report, and thus would not have to put aside principles in the interest of achieving unanimity.

Mr. Zempel, while supporting the Office proposals and Sir Alfred Roberts's remarks on the qualifications of the experts, drew attention to the broad nature of the terms of reference for the meeting and the desirability of defining them at the latest during the first stage of the discussion.

The Governing Body adopted the proposals in paragraph 8 of the Office document.

Meeting of Experts on Industrial Injury Statistics.

The Governing Body approved the proposals in paragraph 10 of the Office document concerning the list of experts to be invited to the meeting.

Sixteenth Item on the Agenda

Report of the Director-General (cont.)

I. Obituary: Mr. Johann Böhm, Mr. Hubert George Gee, Mr. Henry Churchill, Mr. Willy Donau.

After the Chairman had paid tribute to the memory of the deceased the Governing Body requested the Director-General to convey its sympathy to their families.

II. Progress of International Labour Legislation.

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

III. Publications.

In reply to a question by Mr. Waline, the Director-General said that the study on "Labour Costs in European Industry" would be published at the end of July 1959.

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

Third Supplementary Report

Interpretation of Decisions of the International Labour Conference

The Governing Body took note of the third supplementary report.

Fourth Supplementary Report

Participation of Non-Metropolitan Territories as Observers in the 43rd (1959) Session of the International Labour Conference.

The Governing Body adopted the proposal in paragraph 2 of the fourth supplementary report.

Fifth Supplementary Report

Communication to the Governing Body


The Governing Body took note of the fifth supplementary report.

Sixth Supplementary Report

Report by the Officers of the Governing Body

Requests by Non-Governmental Organisations to Be Represented by Observers at the 43rd Session of the International Labour Conference.

1 See above, Minutes of the Third Sitting, pp. 26-31
The Governing Body adopted the recommendation in paragraph 2 of the sixth supplementary report.

Invitation to the Inter-Parliamentary Union.

The Governing Body adopted the recommendation in paragraph 3 of the sixth supplementary report.

Attendance of Observers from Non-Governmental Organisations at Meetings of Panels of Consultants.

Mr. Pequeno said that the Workers’ group, while it accepted the recommendation of the Officers of the Governing Body not to invite the World Union of Catholic Women’s Organisations to the Panel of Consultants on the Problems of Women Workers, could not agree to the recommendation as worded, which appeared to deprive all non-governmental organisations of the possibility of attending the meeting. He proposed that the words “except organisations having consultative status with the I.L.O.” should be inserted in the recommendation, for, having granted consultative status to those organisations, it was illogical not to allow them to send observers to such an important meeting.

Mr. Waline pointed out that the recommendation in question was a record of the meeting of the Officers of the Governing Body and that it seemed difficult to alter it. Moreover, the Officers had not had before them any request from organisations with consultative status; if such organisations were to apply, their requests would be examined in the usual way.

Sir Alfred Roberts said that he understood that two organisations with consultative status had sent in requests of which the Officers of the Governing Body had had no knowledge.

Mr. Bothereau explained that the Workers’ group did not want any subsequent requests that might be made by organisations having consultative status to be turned down because of the prior veto of the Officers.

Mr. Waline, in order to meet the point of the Workers’ group, proposed that the Officers’ recommendation should be taken as applying only to the requesting organisation, which should not be invited to attend the meeting of the Panel of Consultants on the Problems of Women Workers.

The Director-General in reply to questions by Mr. Shkunaliev, announced that the I.L.O. had just received a request from the International Confederation of Free Trade Unions.¹

Sir Alfred Roberts added that the International Federation of Christian Trade Unions had also submitted a request.¹

The Governing Body decided that the World Union of Catholic Women’s Organisations should not be invited to attend the meeting of the Panel of Consultants on the Problems of Women Workers.

SEVENTH SUPPLEMENTARY REPORT

United Nations Special Fund

Mr. Waline asked whether, in view of the late date of its distribution, consideration of this report could not be deferred until the Governing Body sitting following the 43rd Session of the Conference.

The Deputy Director-General stressed that it was urgent that the Governing Body should consider the report. The Governing Council of the Special Fund had given the Managing Director of the Fund the same authorisations that were now requested for the Director-General of the I.L.O. Without those authorisations the Director-General would not be able to enter into negotiations for the basic agreement or to agree to undertake the projects contemplated in that agreement.

Mr. Kittani supported the proposals in paragraph 9 of the report as being the first step towards that full co-operation which was necessary for the proper functioning of the Fund.

The Governing Body adopted the proposals in paragraph 9 of the seventh supplementary report.

The sitting closed at 7 p.m.

BARBOZA-CARNEIRO.

¹ See below, Minutes of the Seventh Sitting, p. 48.
The Governing Body was composed as follows:

Chairman: Mr. Barboza-Carneiro.

Mr. Agó, Mr. Ahmad, Mr. Ambekar, Mr. Bergengrøm, Mr. Bothereau, Mr. Calderón Puig, Mr. Campbell, Mr. De Bock, Mr. Dehlavi, Mr. Droguett del Fierro, Mr. Erban, Mr. Erdmann, Mr. Faria, Mr. Faupl, Mr. Ferrer, Mr. de la Fuente Locker, Mr. Geller, Mr. Ghayour, Mr. Goroshkin, Mr. Hauck, Mr. Haythorne, Mr. Kawasaki, Mr. Kittani, Mr. Lee, Mr. Lodge, Mr. Merani, Mr. Michanek, Mr. Mishiro, Mr. Mochi-Onori, Sir Guildhaume Myrddin-Evans, Mr. Nielsen, Mr. Parker, Mr. Pequeno, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. Ben Seddik, Sir Richard Snedden, Mr. Van den Daele, Mr. Waline, Mr. Whitlock.

Sixteenth Item on the Agenda

Report of the Director-General

Eighth supplementary report

Proposals relating to the Procedure for the Appointment of Committees by the Conference

The Chairman recalled that on 8 June 1959 the International Labour Conference had approved certain proposals submitted by the Governing Body relating to the procedure for the appointment of Committees by the Conference. Those proposals were set out in the Eighth Supplementary Report.

Mr. Waline said that, in deference to the wishes of the Chairman and Sir Alfred Roberts, he had refrained from objecting, as one of the Officers of the Governing Body, to the convening of the present meeting on the strength of article 9, paragraph 3, of the Standing Orders.

In order to make the position of the Employers' group quite clear, he then read the following statement:

Speaking in my own name and on behalf of all my colleagues, the Employer members of the Governing Body, I am bound first of all to express our reservations regarding the procedure adopted yesterday to convene this special meeting of the Governing Body, which many of our fellow members are unable to attend owing to their absence from Geneva. We likewise feel it necessary to point out that they will decline to participate in it or in any discussion which may take place before the vote on this question. We persist in thinking that it is not fitting for a panel of persons extraneous to the Conference to pronounce in the latter's stead on a question having a direct bearing on the working of that assembly and its three groups. We therefore do not wish to assume any responsibility for the decision you are asking the Governing Body to take.

I would request you, Mr. Chairman, to bring this statement to the attention of the Conference in your communication to that body tomorrow.

The Chairman said that he would make it a point to do as Mr. Waline requested.

Mr. Calderón Puig, while expressing his respect for the views put forward by Mr. Waline on behalf of the Employers' group, said that the International Labour Conference, in the exercise of its sovereignty and through democratic procedures, including that of a record vote, had adopted the proposals set out in the Eighth Supplementary Report. In accordance with that decision the Director-General had now submitted the names of five well-known international figures whose independence, impartiality and integrity were beyond all question. The Mexican Government was in agreement with the appointment of these five persons and he therefore formally proposed that, subject to the reservations made by Mr. Waline, the Governing Body should approve the nominations put before it.

The Chairman endorsed the previous speaker's remarks, adding that the long experience of the persons concerned in international affairs was a surety of the soundness of their judgment and their understanding of the weighty responsibilities that would be placed upon them by the International Labour Conference.

Mr. Lee found nothing in the present scheme to commend it, and continued to think that it was an encroachment upon the sovereignty of the Conference. He asked the Chairman to convey his reservations to the Conference.

Mr. Waline said that although the Employer members were not taking part in the discussion they were, nevertheless, desirous of knowing by what margin their colleagues on the Governing Body were adopting the proposals before them.

The Chairman said that, subject to the abstention of the Employers' group and the reservations made by Mr. Lee, and in the absence of any further observations, he would consider the proposals in the Eighth Supplementary Report as being approved by the Governing Body.
The Governing Body approved the nominations submitted by the Director-General in his Eighth Supplementary Report and, in consequence, decided to recommend the following five persons to the Conference for appointment to the panel:

Mr. René Cassin (French)
Sir Hector Hetherington, K.B.E. (United Kingdom)
Mr. A. Emil F. Sandström (Swedish)
Mr. Caracciolo Parra-Pérez (Venezuelan)
Mr. M. K. Vellodi (Indian)

NINTH SUPPLEMENTARY REPORT
Report of the Officers of the Governing Body
Invitation to the European Economic Community to Be Represented by an Observer at the 43rd Session of the Conference.

The Governing Body decided to issue to the European Economic Community an invitation to be represented by an Observer at the 43rd Session of the Conference.

The sitting closed at 3.30 p.m.

Barboza-Carneiro.
MINUTES OF THE SIXTH SITTING

(Wednesday, 10 June 1939—5.40 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. BARBOZA-CARNEIRO.

Mr. Ago, Mr. Ahmad, Mr. Ambekar, Mr. Bothe-reaux, Mr. Calderón Puig, Mr. De Bock, Mr. Dehlavi, Mr. Droguett del Fierro, Mr. Erban, Mr. Faria, Mr. Faupl, Mr. Ferrer, Mr. de la Fuente Locker, Mr. Geller, Mr. Goroshkin, Mr. Haythorne, Mr. Kawasaki, Mr. Kittani, Mr. Lee, Mr. Lodge, Mr. Merani, Mr. Michanek, Sir Guildhaume Myrddin-Evans, Mr. Nielsen, Mr. Pequeno, Mr. Ramadier, Sir Alfred Roberts, Mr. Sánchez Madariaga, Mr. Ben Seddik, Mr. Van den Dale.

Absent: Mr. Bergenström, Mr. Campbell, Mr. Erdmann, Mr. Ghayour, Mr. MISHIRO, Mr. Mochi Onori, Mr. Parker, Sir Richard Snedden, Mr. Waline, Mr. Whiltlock.

Sixteenth Item on the Agenda

Report of the Director-General (cont.)

Tenth supplementary report

Procedure for the Appointment of Committees by the Conference

The Chairman recalled that on the previous day the International Labour Conference had appointed the five persons recommended by the Governing Body as members of the panel from which the Appeals Board was to be selected. The Governing Body was now required to choose three of those persons to constitute the Appeals Board for the 43rd Session of the International Labour Conference.

He informed the Governing Body that he had received that morning a letter from Mr. Waline, Employers’ Vice-Chairman of the Governing Body and Chairman of the Employers’ group, in the following terms:

Sir,

My colleagues on the Governing Body have requested me to inform you of the following.
Yesterday, in a statement which you were good enough to communicate to the Conference, we gave the reasons why we were not prepared to take any responsibility in the discussion or in the voting on the question which was on the agenda. As the same question, and only that question, is on the agenda for today’s sitting, we consider that it would serve no purpose for us to attend the sitting.
We desire to give you advance warning of this.

Yours faithfully,

(Signed) Pierre Waline.

Upon receiving this letter the Chairman had convened the Officers of the Governing Body and an appeal had been made to Mr. Waline to reconsider the decision, but Mr. Waline had said that he was unable to do so as it was a decision of the Employers’ group. Both the Chairman and Sir Alfred Roberts, on behalf of the Government group and the Workers’ group respectively, had expressed their regret at the decision taken by the Employers’ group.

Mr. Ago said that all five members of the panel were worthy of the fullest confidence and respect. This year, however, it was particularly important that the Appeals Board should be in a position to start functioning as soon as possible, and he wondered whether the Director-General knew of three members of the panel who could be contacted without delay to serve on the Board.

Sir Alfred Roberts supported Mr. Ago’s suggestion. If four or even five of the persons on the panel could be reached with equal ease, a choice would, of course, have to be made.

The Director-General said that Ambassador Vellodi, Mr. Sandström and Ambassador Parra-Pérez were immediately available, whereas Sir Hector Hetherington and Mr. René Cassin would require longer notice owing to previous engagements. If, however, one or other of the first three was unable to come, perhaps the Director-General might be authorised to convene one of the other members of the panel without further reference to the Governing Body.

The Governing Body selected Mr. A. E. F. Sandström, Mr. C. Parra-Pérez and Mr. M. K. Vellodi to serve on the Appeals Board for the 43rd Session of the Conference, on the understanding that if any one of them was unavailable the Director-General would convene one of the remaining members of the panel.

The Chairman said that the Governing Body had reached the end of a long and difficult road. On behalf of the Governing Body he thanked Mr. Ago for the outstanding work done by the Committee under his chairmanship and for his able explanation to the Conference of the reasons which had led to the recommendations made. It was to be hoped that this new experiment would prove to be a positive contribution to the work of international solidarity and co-operation.

Mr. Ago gratefully accepted the Chairman’s words as an expression of thanks not to him personally but to all the members of his Committee. He expressed the hope that the system which they had thought out would work well in practice and would enable one of the most thorny problems which the Conference had encountered in recent years to be overcome.

The sitting closed at 5.50 p.m.

BARBOZA-CARNEIRO.

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MINUTES OF THE SEVENTH SITTING

(Friday, 26 June 1959—9.20 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. BARBOZA-CARNEIRO, followed by Mr. MICHAENK.

Mr. AGO (replaced during part of sitting by Mr. PURPURA), Mr. AMBERK, Mr. BERGENSTRÖM, Mr. BOTHEREAU, Mr. BRAVO CARO, Mr. CAMPBELL, Mr. CLAUSSEN, Mr. DE BOCK, Mr. DEHLAVI, Mr. DROGUET DEL FIERRO, Mr. ERDMANN, Mr. FARR, Mr. FAUPI, Mr. FERRER, Mr. DE LA FUENTE LOCKER, Mr. GHAYOUR, Mr. HAYTHORNE, Mr. JOS, Mr. KAWASAKI, Mr. KITTANI, Mr. LEE, Mr. LODGE, Mr. MERANI, Mr. MICHAENK, Mr. MISHINO, Mr. MOCHI-ONORI, Sir Guildhaume MYRDDIN-EVANS, Mr. NIELSEN, Mr. PARKER, Mr. PEQUEÑO, Mr. RAMADIER, Mr. RICHTER, Sir Alfred ROBERTS, Mr. SÁNCHEZ MADARIAGA, Mr. SHKUNAEV, Sir Richard SNEEDDEN, Mr. WALINE, Mr. WHITLOCK.

NINTH ITEM ON THE AGENDA
Reports of the Committee on Freedom of Association (concl.)

Mr. Shkunaev said that for the same reasons as on previous occasions he would take no part in the consideration of and decisions on the recommendations of the Committee on Freedom of Association.

Mr. Pavlik said that the Czechoslovak Government representative would also abstain for the same reasons as on previous occasions.

The Governing Body approved the recommendations in paragraphs 16 (Case No. 143: Spain), 20 (Case No. 176: Greece), 23 (Case No. 178: United Kingdom-Aden), 25 (Case No. 191: Sweden), 30 (Case No. 196: Greece), 65 (Case No. 178: United Kingdom-Aden), 71 (Case No. 198: Greece), 116 (Case No. 192: Argentine Republic), 120 (Case No. 136: United Kingdom-Cyprus), 132 (Case No. 183: Union of South Africa), 169 (Case No. 185: Greece) and 212 (Case No. 190: Argentine Republic) of the 36th Report of the Committee on Freedom of Association.

PROPOSED AGREEMENT WITH THE COMMISSION FOR TECHNICAL CO-OPERATION IN AFRICA SOUTH OF THE SAHARA

The Governing Body approved the proposed amendment to the Agreement contained in the Office supplementary note.

FOURTEENTH ITEM ON THE AGENDA
Reports of the Committee on Industrial Committees (concl.)

Second Report

I. Meeting to Prepare a Model Individual Control Book for Drivers and Assistants in Road Transport.

The Director-General said that the cost of printing the Control Book would be Sw. Fr. 6,000, which was not available in existing credits. He therefore could give the Governing Body no assurance that he would be able to undertake printing with the funds available and proposed to examine alternative methods of reproducing the book.

Mr. Fennema thought that it would be sufficient to print one copy for the government of each Member of the Organisation.

1 See above, Minutes of the Fourth Sitting, p. 32-33.
2 Ibid., pp. 39-40.
The Director-General said that this was one of the considerations that he intended to take into account.

The Governing Body postponed its decision concerning the printing of the Model Individual Control Book until its next session.

The Governing Body adopted the proposals in paragraph 7 of the report.

II. Other Questions: Proposal to Discontinue Minutes of the Committee on Industrial Committees.

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

Fifteenth Item on the Agenda
Composition and Agenda of Committees and of Various Meetings (conc.) ¹

Panel of Consultants on the Problems of Women Workers.

The Chairman, in reply to a question by Mr. Haythorne, confirmed that in accordance with the Governing Body's decision some of the government members of the Panel would be appointed for five and some for three years.

Mr. Waline, on behalf of the Employers' group, submitted the following nominations:
Miss E. Feller (Switzerland).
Dr. W. Hauser (Austria).
Mr. G. Lindström (Sweden).
Mrs. Nousbaum (France).
Mrs. S. Patterson (United States).
Dr. A. Pla Rodríguez (Uruguay).
Mr. U. Ramaccini (Italy).
Mrs. I. Speiss (Federal Republic of Germany).
with Dr. C. M. F. Swarttouw (Netherlands), and Mr. Perfecto S. Sison (Philippines) as substitutes, should any of the nine persons first nominated be unable to attend.

The Governing Body adopted the proposals in paragraphs 12 and 14 of the Office document: it approved the appointment to the Panel of the Employers' members nominated by the Employers' group and decided that they should be invited to attend its first meeting.

Preparatory Working Group for the "Ad Hoc" Meeting on Civil Aviation.

Sir Alfred Roberts said that the Workers' group was having difficulty in reaching an understanding among the various interests concerned for the nomination of the Workers' members of the preparatory group. He suggested that, unless such agreement could be reached during the coming days, the preparatory working group might be dispensed with and the government members of the working group should be the representatives of Canada and Japan.

Mr. Waline said that the Employers' group proposed Mr. Ristow (United Kingdom), and Mr. O'Brien (United States). He hoped that the Workers' group would be able to make its nominations within a few weeks.

Mr. Ramadier said that it would be most regrettable if the preparatory working group met without the workers' interests being represented. He proposed that the meeting of the Preparatory Working Group should if necessary be postponed, in consultation with the Officers of the Governing Body, until such time as its tripartite character could be ensured.

The Governing Body approved the nominations for the composition of the Preparatory Working Group for the Ad Hoc Meeting on Civil Aviation made by the Government and Employers' groups, and authorised the Director-General to continue his consultations with the Workers' group with a view to submitting to the Officers of the Governing Body for approval the names of two persons representative of workers' interests. It was understood that the Director-General, in consultation with the Officers of the Governing Body, might postpone convening the working group until such time as its tripartite character could be ensured.

Proposals relating to a Meeting of Experts on Employment Objectives in Economic Development (Supplementary Note) (conc.).

Mr. Ghayour hoped that three or four members of the group of experts would be chosen from the underdeveloped countries.

The Chairman said that this consideration was being borne in mind in selecting the experts.

The Governing Body adopted the proposals in paragraphs 2 and 3 of the Supplementary Note.

African Advisory Committee.

Mr. Waline recalled that, subsequent to the Governing Body's decision on the composition of the African Advisory Committee at its 138th Session, the Director-General had been informed by 14 governments of their wish to be represented. This would have meant that there would be seven Employer members and seven Worker members. Since these figures had been communicated to the Employers' and Workers' groups, it had become evident that some of the African territories represented at the 43rd Session of the Conference by tripartite observer delegations wished to be appropriately represented on the African Advisory Committee. The figures should therefore be regarded as provisional pending a decision by the Governing Body at its 143rd Session. It would, however, be unfortunate if sufficient notice could not be given to the Governing Body groups concerned for them to be able to make such additional nominations as would be required at that session. He would therefore be grateful if the Director-General would explain how he proposed to put the matter to the Governing Body in November.

¹ See above, Minutes of the Fourth Sitting, p. 40.
Sir Alfred Roberts proposed that at the present session the Workers’ and Employers’ groups should each nominate seven members, who could thus be informed in good time of their participation in the work of the Committee; that governments proceed in the meantime with their consultations concerning a possible enlargement of the Committee; that the Officers of the Governing Body be then consulted; and that the question be placed before the Governing Body at its 143rd Session. In this way, if any enlargement of the Committee were contemplated, the Employers’ and Workers’ groups would be able to prepare additional nominations and inform the persons concerned of the possibility of their being called upon to attend the Committee.

The Chairman said that the Director-General saw no difficulty in accepting the procedure suggested by Sir Alfred Roberts.

Mr. Ramadier said that the problem which had been raised by Mr. Waline was the result of the amendment of the French Constitution which had transformed the former French African overseas territories into autonomous republics. These former overseas territories were no longer even remotely under the supervision of the French Government. Certain responsibilities in their regard had been delegated to the French Community, which was not directed by the French Government but by an Executive Council composed of the Prime Ministers of all the countries concerned. Apart from these common responsibilities, most matters of government, including labour problems in particular, were now within the exclusive competence of the individual republics. The republics concerned had therefore expressed the wish to be represented on the African Advisory Committee. The French Government itself was not empowered to represent the governments of the African republics in respect of the problems to be discussed by the Committee, and if it sent a representative, he would be able to speak only for two small territories in Africa which had opted to retain their former status as overseas territories, namely Jibuti and the Comoro Archipelago. The Governing Body would thus have to take a decision on an important issue at its November Session. It was likely that each of the 12 autonomous republics would wish to be represented and it was necessary that the Officers of the Governing Body and the International Labour Office be empowered to seek a practical solution.

Sir Alfred Roberts said that, without prejudice to any further decision that might be taken by the Governing Body at its 143rd Session; the Workers’ group nominated the following persons as Worker members of the Committee:

- Mr. J. BINTU, Belgian General Federation of Labour, Belgian Congo; substitute: Mr. ADOUA, Belgian General Federation of Labour, Belgian Congo.
- Mr. Nat COLE, General Secretary, Nigerian Union of Nurses; substitute: Mr. L. I. BORHA, General Secretary, Nigerian Trades Union Congress.
- Mr. Diadé COULIBALY, African Confederation of Free Trade Unions, Bamako, Republic of Sudan.
- Mr. T. M’BOTA, General Secretary, Kenya Federation of Labour; substitute: Mr. R. M. KAWANA, General Secretary, Targanyika Federation of Labour.
- Mr. J. PURVIS, Vice-President, Trades Union Congress, Federation of Rhodesia and Nyasaland; substitute: Mr. L. C. KATILUNGU, General President, Northern Rhodesia Trades Union Congress.
- Mr. DIALLO SEYDOU, General Union of Workers of Black Africa, Republic of Senegal.
- Mr. G. THOMAS, General Secretary, Sierra Leone Maritime and Waterfront Workers’ Union.
- Mr. WALINE, on behalf of the Employers’ group, made the following nominations:
  - Mr. BAIDOE-ANSAH (Ghana), Member of Parliament; Managing Director, Baidoe-Ansah and Company Limited; Executive Member of Ghana Forest Products Association.
  - Mr. DINO GARDINI (Italy), Counsellor of the Italo-Somalian Agriculture Company (S.A.I.S.), Somalia.
  - Mr. HAYEM (France), President of the Chamber of Agriculture of the Cameroons.
  - Mr. GASPAR DA CUNHA LIMA (Portugal), Director of C.A.D.A., Angola.
  - Dr. STURE LINNER (Liberia), Executive Vice-President and General Manager of the Liberian American-Swedish Minerals Company (L.A.M.C.O.); Member of the Liberian Chamber of Commerce.
  - Mr. A. R. I. MELLOR (United Kingdom), C.B.E., M.C., former Director of the United Africa Company Limited; Deputy Chairman, Overseas Employers’ Federation; Chairman, West Africa Committee.
  - Mr. PIERRE NAUWELAERT (Belgium), General representative of the Congo Cotton Company and the Congo Cotton Committee; Vice-President of the Association of Congo Industrial Interests.

He asked that the Officers of the Governing Body, as suggested by Sir Alfred Roberts and supported by Mr. Ramadier, should keep in touch with the governments concerned, so that proposals could be formulated in good time before the 143rd Session of the Governing Body, with a view to meeting the problems described by Mr. Ramadier.

The Chairman assured Mr. Waline that this would be done.

Mr. Ruppert said that the Christian trade union movement in Africa was very strong and was the majority movement in some countries, including Madagascar and the Belgian Congo; in former French West Africa, French Equatorial Africa and the Cameroons the Christian trade unions had great influence. He pointed out that no representative of any of the organisations concerned was included in the list proposed by Sir Alfred Roberts on behalf of the Workers’ group. He would be prepared to accept the list, however, if, in the event of the composition of the Committee being expanded, the persons added as Worker members were drawn from the Christian trade union movement. He suggested, in particular, Mr. David SOUMAR, Republic of Senegal; Mr. MAHOMEDY, Belgian Congo; and Mr. Ranaivo LOUIS-GONZAGUE, Malagasy Republic.

The Governing Body appointed for a period of three years the Employers’ and Worker members of the African Advisory Committee nominated by Mr. Waline on behalf of the Employers’ group and Sir Alfred Roberts on behalf of the Workers’ group,
and requested the Director-General, in consultation with the Officers of the Governing Body and the governments concerned, to consider the requests which had been made for enlargement of the composition of the African Advisory Committee, and to report to the Governing Body at its 143rd Session.

Sixteenth Item on the Agenda

Report of the Director-General (concl.)

Eleventh Supplementary Report
Organisations Admitted to the Special List of Non-Governmental Organisations

The Governing Body took note of the 11th Supplementary Report.

Twelfth Supplementary Report
Notification of Exceptions to Staff Regulations Entailing Attendance of Observers from Non-Governmental Organisations

The Governing Body took note of the 12th Supplementary Report.

Thirteenth Supplementary Report
Report of the Officers of the Governing Body
Attendance of Observers from Non-Governmental International Organisations at Meetings of Panels of Consultants

The Governing Body adopted the proposals in paragraphs 2 and 3 of the 13th Supplementary Report.

Seventeenth Item on the Agenda

Programme of Meetings
Preparatory Working Group for the "Ad Hoc" Meeting on Civil Aviation

The Governing Body decided that the Preparatory Working Group for the "Ad Hoc" Meeting on Civil Aviation should be convened in Geneva for four days in the early autumn of 1959, at a date convenient to those concerned, to be fixed by the Director-General after consultation with the Officers of the Governing Body and having regard to the decision already taken in respect of the composition of the Preparatory Working Group.

Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare

Mr. Purpura, on behalf of the Italian Government, invited the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare to meet in Palermo. Arrangements could be made between the Officers of the Governing Body and the Italian Government regarding the date of the meeting and the financial implications of the invitation.

The Director-General said that the acceptance of the Italian Government's kind invitation to hold the meeting in Palermo would not raise any difficulties for the Office, subject to satisfactory financial and other arrangements being agreed upon.

The Governing Body decided that the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare should meet in Palermo for six days in the early autumn of 1959 at a date to be fixed by the Director-General after consultation with the Italian Government, the Officers of the Governing Body and the leaders of the two groups of the Joint Maritime Commission, subject to the conclusion of appropriate financial and practical arrangements, and expressed its gratitude to the Italian Government for its kind invitation.

Advisory Committee on Salaried Employees and Professional Workers (Fifth Session)

Mr. Waline pointed out that between 19 October and 11 December there were six meetings scheduled in the draft programme, including the 143rd Session of the Governing Body, the African Advisory Committee, and two Industrial Committees. The overlapping of some of these meetings, particularly of the African Advisory Committee and the Advisory Committee on Salaried Employees and Professional Workers, would cause serious inconvenience to some of the persons concerned. He therefore asked whether it would not be possible either to begin this series of meetings earlier in October or to postpone the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers to the early part of 1960, for which few meetings were scheduled. There were precedents for the transfer of the necessary funds in such a case.

The Director-General said that after discussion with Mr. Waline and with the other Officers of the Governing Body, and having given the matter very careful consideration, he had found it impossible to propose any dates other than those suggested in the Office document. It was not feasible to advance the meeting of the Building, Civil Engineering and Public Works Committee. To transfer the meeting of the Advisory Committee on Salaried Employees and Professional Workers to 1960 would not be possible as the necessary funds would not be available; moreover, it would be contrary to the decision recently taken by the Governing Body that four major meetings should be held in any one year.

Mr. Waline asked why it would not be possible to advance the meeting of the Building, Civil Engineering and Public Works Committee.

The Director-General replied that one of the reports for the Committee would then be late, but that if the Employers' group was prepared to agree to an exception being made in the date for the distribution of this report, the meeting could be moved forward one week.

Mr. Waline said that this suggestion would be useful only if it enabled some of the following meetings to be brought forward.

Sir Alfred Roberts said that the Workers' delegates who would be attending the Building, Civil Engineering and Public Works Committee had already been informed of the dates previously decided upon, and consequently the Workers' group might be unable to agree to bringing forward the meeting by a week. He understood that Mr. Waline's difficulties related only to Governing Body representatives.

Mr. Waline said that it was certainly not the intention of the Employers' group to seek to impose inconvenient dates. It simply wished to spread out the accumulation of meetings programmed for the end of the year, if this were possible. It was,

The Governing Body adopted the proposal in paragraph 6 of the Office document.

Committee of Experts on the Application of Conventions and Recommendations (30th Session).

The Governing Body adopted the proposal in paragraph 7 of the Office document.

Petroleum Committee (Sixth Session).

Mr. Fennema thought that it would be unwise for the Governing Body to take a decision on the dates for the Sixth Session of the Petroleum Committee before the Director-General had reviewed the programme for 1960 with a view to distributing the four major meetings over the year in a more balanced way. The objective in view could not be achieved if the first major meeting did not begin earlier than 25 April.

Mr. Bergrenström suggested that the Governing Body should provisionally approve the dates proposed for the Sixth Session of the Petroleum Committee, subject to a final decision at the 143rd Session after the Director-General had considered the possibility of holding the meeting earlier in the year.

The Governing Body provisionally decided that the Sixth Session of the Petroleum Committee should be held in Geneva from Monday, 25 April, to Friday, 6 May 1960, subject to confirmation at its 143rd Session.

EIGHTEENTH ITEM ON THE AGENDA

Appointment of Governing Body Representatives on Various Bodies

Building, Civil Engineering and Public Works Committee (Sixth Session, Geneva, 19-30 October 1959).

On the basis of proposals by the three groups the Governing Body appointed its representatives for the Sixth Session of the Building, Civil Engineering and Public Works Committee as follows:

Chairman and Government group representative: Mr. Kaupmann (Switzerland).

Employers' group: Mr. Mishiro; substitute: Mr. Kuntschen.

Workers' group: Mr. De Bock; substitute: Mr. Richter.

The Governing Body accepted with gratitude the invitation of the Federal Republic of Germany and decided that the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers should be held in Cologne from Monday, 23 November, to Friday, 4 December 1959.

Mr. Waline said that now that the Governing Body had taken its decision he would not press his objections. He drew attention once again, however, to the 1960 programme, in which only one of the four major meetings was scheduled for the first half of the year. Since it was improbable that major meetings could be held in June, July, August or September, it was likely that the last three months of the year would become as badly congested as in the 1959 programme, unless another major meeting could be held earlier in the year.

The Director-General recalled that he had undertaken to review the programme for 1960 with a view to seeking a better balance.
Representation of the I.L.O. at the General Assembly of the United Nations.

On the basis of proposals by the three groups the Governing Body appointed the delegation to represent the I.L.O. at the 14th Regular Session of the General Assembly of the United Nations as follows:

**Government group:** The Chairman of the Governing Body.

The Chairman of the International Organisations Committee: Sir Guildhaume Myrdal-Evans.

**Employers’ group:** Mr. Parker; substitute: Mr. Campbell.

**Workers’ group:** Mr. Faupl.

**Appointment of Governing Body Members for Consultation with the Director-General concerning the Proposed International Institute for Social and Labour Studies.**

On the basis of proposals by the three groups the Governing Body appointed six members for consultation with the Director-General concerning the proposed International Institute for Social and Labour Studies as follows:

**Government group:** Mr. Barboza-Carneiro (Brazil). Mr. Lodge (United States).

**Employers’ group:** Mr. Waline. Mr. Yllanes Ramos; substitute: Mr. Nasr.

**Workers’ group:** Mr. Bothereau.

Sir Alfred Roberts recalled that the Governing Body had always appointed a delegation to represent it at meetings of the Committee of Experts on Social Policy in Non-Metropolitan Territories, to which the African Advisory Committee was the successor.

The Chairman invited the Employers’ and Workers’ groups to nominate representatives if they so wished.

On the basis of proposals by the Employers’ and Workers’ groups the Governing Body made the following appointments to its delegation to the First Session of the African Advisory Committee:

**Employers’ group:** Mr. Bergenström; substitute: Mr. Nasr.

**Workers’ group:** Mr. Mori.

It was agreed that the Governing Body representative should be nominated after consultations among the members of the Government group.1

**Nineteenth Item of the Agenda**

Questions Arising Out of the 43rd Session of the International Labour Conference

The Chairman said that in accordance with the request in the letter from the Employers’ Vice-Chairman of the Governing Body reproduced in the Office document, the question mentioned in that letter would be placed on the agenda of the Governing Body at its 143rd Session.

Mr. Waline thanked the Chairman, and said that the Employers’ group would probably send the Chairman a document for circulation which would enable members of the Governing Body to consider before the November Session the reasons for which the Employers’ group had made its proposal.

Mr. Shkunaev said that no proposal was before the Governing Body, but he would not wish his silence to be taken as agreement with the decision announced by the Chairman.

Mr. Pavlik supported the remarks of Mr. Shkunaev.

Mr. Kittani said that he would have no objection to taking note of the letter from the Employers’ Vice-Chairman. However, there was a definite proposal in the letter that the Governing Body undertake a re-examination of the procedure adopted for the composition of the committees of the Conference; he could not agree to a commitment to this effect without a discussion of the merits of the case.

Mr. Merani agreed with the remarks of Mr. Kittani. He understood that the Governing Body would not take any decision to re-examine the procedure before its discussion of the document to be submitted at the November Session by the Employers’ group.

Sir Guildhaume Myrdal-Evans thought that it was within the powers of the Chairman, in consultation with the other Officers, to place an item on the Governing Body’s agenda without reference to the Governing Body. Since the Chairman wished that the Governing Body should confirm what appeared

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1 After the close of the session the Government group nominated Mr. Michanek (Sweden), incoming Chairman of the Governing Body, as its representative on the Governing Body delegation at the First Session of the African Advisory Committee.
to be his own view, it seemed that the only decision called for was that the Governing Body should place the requested item on the agenda of its November Session. At that time, having examined the document to be submitted by the Employers' group, it could decide what action it wished to take.

Sir Alfred Roberts thought that as a matter of courtesy the Governing Body should agree to an item being placed on its agenda if requested by the chairman of a group, without thereby committing itself in any way as to what action it would take when it discussed the item.

Mr. Merani understood in the light of the discussion that the Governing Body had only to take note of the request contained in the letter from the Employers' Vice-Chairman, and that a decision as to whether a re-examination of the procedure was called for, and if so how it should be undertaken, would be taken by the Governing Body at its November Session.

Mr. Shkumaeu said that, in the light of the discussion, he was opposed to the placing of the requested item on the Governing Body's agenda. If, however, such an item were placed on the agenda, he asked that it be carefully formulated as a proposal coming from the Employers' group and in such a way as not to commit the Governing Body.

Mr. Waline confirmed the interpretation of the situation given by Sir Guildhaume Myrddin-Evans and Sir Alfred Roberts. Under the Standing Orders, for a question to be discussed by the Governing Body at a particular session, the decision to discuss it required to be taken at the previous session. The Employers' group wished that at its November Session the Governing Body should discuss the question of the re-examination of the procedure adopted for the composition of the committees of the Conference, and had thus requested that it should be placed on the agenda of that session. The Employers' group considered this a most important matter on which it wished to communicate certain observations to other members of the Governing Body in the light of the experience of the recent session of the Conference. To assist the Governing Body in its discussion, the Employers' group intended to circulate, as had been done on many previous occasions, a document to members of the Governing Body.

Mr. Shkumaeu asked that a definite wording should be given to the item which the Employers' group requested should be placed on the agenda of the November Session.

Mr. Merani said that his views would depend on how the item was worded.

Mr. Ramadier suggested that to word the item "Examination of a communication from the Employers' Vice-Chairman of the Governing Body" would not commit the Governing Body in any way.

Mr. Kittani suggested that the implication of a commitment to re-examination of the procedure could be avoided by wording the item as follows: "Procedure for the composition of the committees of the Conference".

Sir Guildhaume Myrddin-Evans suggested that as the Governing Body would simply be discussing at its November Session whether there would be a re-examination of the procedure for the composition of the committees of the Conference or not, the clearest wording for the item would be "Question of the re-examination of the procedure adopted for the composition of the committees of the Conference".

The Chairman confirmed that if the item was worded in this way it would be clear that the Governing Body would be called upon at its November Session to take a decision, in the light of the document to be submitted by the Employers' group, as to whether such a re-examination should be made.

It was so decided.

**TWENTIETH ITEM ON THE AGENDA**

**Election of Officers for 1959-60**

**Election of Chairman.**

Mr. Kawasaki proposed as Chairman Mr. Ernst Michanek, Swedish Government representative, Secretary of State since 1956 of the Swedish Ministry of Social Affairs, Housing and Labour; and Chairman of the Swedish National Committee for Technical Assistance and of a governmental commission to review Sweden's social and welfare policies. He mentioned that Mr. Michanek had been born in the year of the foundation of the I.L.O. and gave a brief account of his brilliant career in the academic and national and international social fields, with particular reference to his experience as delegate of his country in the Economic and Social Council, the Social Commission and the Technical Assistance Committee of the United Nations.

Sir Alfred Roberts, on behalf of the Workers' group and Mr. Waline, on behalf of the Employers' group supported this proposal, drawing particular attention to Mr. Michanek's clear intelligence, impartiality and wide experience, combined with his youth and energy.

The Governing Body unanimously and by acclamation elected Mr. Michanek, Swedish Government representative, as its Chairman for 1959-60.

(Mr. Michanek took the chair).

The Chairman (Mr. Michanek) quoted with approval a sentence spoken by a member of the Governing Body in a closing speech at the recent session of the Conference to the effect that the I.L.O.'s achievements could not be measured in Geneva. He read from the report of a Swedish expert serving on the Andean Indian programme an account of detailed practical achievements in the field, and emphasised that the work of the Organisation would commend itself to the common man mainly through the local and practical action produced by the Governing Body's decisions. It was therefore important that the Governing Body should concentrate to the maximum extent on practical business, and he was confident that he could rely on the assistance of members of the Governing Body and of the Office to help him through his difficult task. He would try to use the Chairman's gavel with justice and impartiality and live up to the great compliment which had been bestowed upon him and his country.
Mr. Ramadier congratulated Mr. Michanek and the Governing Body on the election of Mr. Michanek as Chairman. He paid tribute to the unfailling affability, courtesy, good humour and delicacy of the outgoing Chairman, Mr. Barboza-Carneiro, and thanked him for having defined the questions before the Governing Body with such clarity and precision that they were often half-solved before the discussion began. His term of office had given the Office and the Governing Body an example of great and effective chairmanship.

Sir Alfred Roberts, on behalf of the Workers' group, thanked Mr. Barboza-Carneiro for having surpassed all the expectations that had been placed in him by his high standards of chairmanship, his extreme courtesy and kindness, and his constant desire to achieve agreement and unanimity, all of which had made him one of the good chairmen of the Governing Body.

Mr. Waline, on behalf of the Employers' group, paid tribute to Mr. Barboza-Carneiro as one of the best chairmen the Governing Body had ever had, thanks to his diplomatic talent for reconciliation and wide experience in many countries, which had given him so deep an understanding of the problems dealt with by the Governing Body. He also paid grateful tribute to Mrs. Barboza-Carneiro, the perfect wife of a great diplomat.

The Director-General also thanked Mr. Barboza-Carneiro on behalf of the entire staff of the Office for his kindness, assistance and encouragement during an extremely troubled year. In his close association with the outgoing Chairman he had never failed to find inspiration and moral support in the difficulties with which he had been confronted as Director-General.

The Chairman thanked Mr. Barboza-Carneiro for the fine example he had given to all members of the Governing Body of devoted service to the I.L.O. and able chairmanship.

Mr. Barboza-Carneiro said that his year of chairmanship of the Governing Body had been the happiest year of his public life. He thanked all the previous speakers for their very kind words, and in particular for the tribute paid to his wife. His specially close association with the Director-General had further increased his admiration for his statesmanship, devotion and outstanding qualities of leadership. He also paid tribute to the whole staff of the Office, who worked in patience and anonymity to help produce a body of achievements which, like a mediaeval cathedral, was destined to outlast the life of its artisans.

Election of Vice-Chairmen.

On the proposal of Sir Richard Snedden, Mr. Waline was unanimously and by acclamation re-elected Employers' Vice-Chairman of the Governing Body.

On the proposal of Mr. Pequeno, Sir Alfred Roberts was unanimously and by acclamation re-elected Workers' Vice-Chairman of the Governing Body.

Twenty-First Item on the Agenda

Date and Place of the 143rd Session of the Governing Body

Mr. Waline said that the Employers' members of the Committee on Industrial Committees thought that in view of the importance of the agenda of that Committee at the 143rd Session, it might be advisable to provide for it to meet on Monday, 9 November as well as on Tuesday, 10 and Wednesday, 11 November.

Sir Alfred Roberts said that he himself would find it extremely difficult to attend on Monday, and would prefer that the Committee should begin work on Tuesday and continue, if necessary, until Thursday.

Mr. Fennema said that if the Committee on Industrial Committees met on Thursday it would clash with three other committees.

The Chairman said that, in view of the difficulties on both sides, perhaps the Governing Body might agree to the programme as proposed, on the understanding that the Committee on Industrial Committees might work rather longer hours than usual in order to complete its business on the two days scheduled.

The Governing Body decided that its 143rd Session should be held from Tuesday, 17 to Friday, 20 November 1959 and that the meetings of its committees and groups should be held from Monday, 9 to Monday, 16 November.

The Governing Body decided that the Committee to Consider the Practical Methods of Working of the International Labour Conference should meet on Saturday, 21 November.

The Director-General, in reply to a question from Mr. Waline, said that an appropriate document would be prepared and circulated to the members of the Committee to Consider the Practical Methods of Working of the International Labour Conference.

The session was declared closed at 12.30 p.m.

Ernst Michanek.
APPENDICES

APPENDIX I

Agenda

1. Approval of the minutes of the 141st Session.
8. Proposals relating to an International Occupational Safety and Health Information Centre to be established by the I.L.O. in co-operation with the I.S.S.A.
12. Reports of the Allocations Committee.
14. Reports of the Committee on Industrial Committees.
15. Composition and agenda of committees and of various meetings.
17. Programme of meetings.
18. Appointment of Governing Body representatives on various bodies.
21. Date and place of the 143rd Session of the Governing Body.
APPENDIX II

Second Item on the Agenda: Agenda of the 45th (1961) Session of the International Labour Conference

1. As members of the Governing Body are aware, it is necessary at the present session to give preliminary consideration to the agenda of the 45th (1961) Session of the Conference. The Standing Orders provide that the Governing Body shall normally consider the agenda for each session of the Conference at two successive sessions, before taking a decision on the inclusion of any item. The Standing Orders also require that the reports on the items shall reach governments not less than 12 months before the opening of the session of the Conference at which they are to be discussed, and provide that to allow for the necessary time to prepare and despatch the reports, the final decision to place a question on the agenda will normally be taken 18 months before the session of the Conference. For these reasons the Governing Body is now invited to decide the questions on which members of the Governing Body might wish to call for law and practice reports or more detailed proposals preparatory to determining the 1961 agenda.

2. The agenda of the 45th (1961) Session will necessarily include the following items:
   - Report of the Director-General.
   - Information and reports on the application of Conventions and Recommendations.

3. The following questions are likely to be carried forward from the 44th (1960) Session:
   - Reduction of hours of work.
   - Workers' housing.

4. In suggesting the subjects on which the Governing Body might wish to call for law and practice reports or more detailed proposals preparatory to determining the 1961 agenda, the Director-General has borne in mind the views expressed in support of certain possible items in recent Governing Body discussions, the continuing need to keep existing I.L.O. standards up to date and attuned to present-day conditions, and the need for the Conference to deal with certain problems that arise largely out of the increase in international trade and international movements of labour.

5. The Director-General accordingly suggests the following subjects for the consideration of the Governing Body in deciding at this session the questions on which it wishes to have law and practice reports or more detailed proposals at its 143rd Session (November 1959):
   - Employment problems and policies (for general discussion).
   - Equality of treatment of nationals and non-nationals (social security).
   - Vocational training.
   - Prohibition of the sale and hire of inadequately guarded machinery.
   - Employment of young persons in underground work in mines of all kinds.

6. The question of employment problems and policies of outstanding interest. Unemployment and underemployment are continuing and serious problems in many less developed countries. In the more highly industrialised countries there are both short-term cyclical factors and long-term factors at work, including technological progress and shifts in the currents of world trade. The issues are such as to lend themselves to a general discussion which, besides providing an opportunity for the Conference to review problems of major significance for all countries, might also point the way to further I.L.O. action. A preliminary review of these issues is included in the Director-General's Report to the 1959 Session of the Conference; this will enable the Conference this year to consider their importance, but will not provide the opportunity for the fuller and more systematic examination which the seriousness of the subject would appear to justify and which would be possible if employment problems and policies were included as a specific item in the Conference agenda.

7. A general discussion on employment problems and policies might cover more particularly the following questions:
   - (a) creation of employment opportunities and measures to overcome underemployment in the economically less developed countries;
   - (b) employment problems in the economically more advanced countries, with special reference to technological change and shifts in the currents of world trade and to problems of co-ordinating employment policy and anti-inflationary measures;
   - (c) relationships between employment problems in economically less advanced and economically more advanced countries respectively, and possibilities of international action and of complementary action in countries at different levels of economic development.

8. The discussion might cover employment problems in all economic sectors and for all groups, including, for example, the problem of the educated unemployed in some of the economically less developed countries. The relationships referred to in point (c) in para. 7 above include the facts that the export earnings, and thus indirectly the development plans and the growth of employment opportunities, in the less industrialised primary producing countries depend on an important degree upon continued prosperity in the highly industrialised countries; and, conversely, that prosperity and full employment in the highly industrialised countries depend to an important degree upon expanding markets, including markets for capital equipment, in the less industrialised countries.

9. In dealing with these and connected questions an attempt might be made to reach conclusions relating to:
   - (i) the definition of the major current problems in the area of employment policy;
   - (ii) areas of agreement on and different approaches to desirable policies to deal with these problems;
   - (iii) I.L.O. programmes (including research, technical assistance, meetings of experts, and possible topics for further consideration by the Conference); and
   - (iv) the views that the I.L.O. might wish to formulate on certain questions for the consideration of other international organisations such as the United Nations and General Agreement on Tariffs and Trade.
The Declaration of Philadelphia, it will be recalled, states that “it is a responsibility of the International Labour Organisation to examine and consider all international economic and financial policies and measures” in the light of the fundamental objectives of the I.L.O.

10. By 1961 the Office should be in a position to place before the Conference factual and analytical material which would assist it in undertaking a discussion of this type. The Office has recently produced the report on The World Employment Situation.1 Studies on manpower mobility in industrialised countries and on manpower assessment in less developed countries are under way. Statistical studies on the measurement of under-employment and unemployment statistics are also in preparation.

11. In addition, proposals have been laid before the present session of the Governing Body, under item 15 on its agenda, regarding a meeting of experts on employment objectives in economic development. It would be for the Governing Body to decide, after it had had an opportunity to examine the report of the meeting of experts, whether this report, which would be more limited in scope than the item suggested for the agenda of the Conference, should be made available to the Conference as a part of the documentation for its general discussion; but in any case it is expected that the report of the experts would be of great value to the Office in preparing a report for the Conference, which would cover the questions mentioned in paragraphs 7 and 8 above.

12. The United Nations, General Agreement on Tariffs and Trade (G.A.T.T.) and other organisations would be consulted in the preparation of the report for the Conference in respect of those aspects of the question which are of interest to them.

13. It is suggested that the Office report might be referred to a tripartite committee of the Conference, which would examine the question in detail and would formulate in its own report a statement of the consensus of views on matters on which it was able to reach broad agreement. These conclusions might serve as a basis for further I.L.O. action and for the expression of authoritative I.L.O. views to the United Nations and other international bodies, and as a guide for national action. In the case of questions on which no substantial agreement could be reached, different views might be recorded in the report, and these divergencies of view might serve as a useful starting point for further investigation and research.

14. The Director-General would be glad to prepare for the next session more detailed proposals for a general discussion of this question with a view to facilitating the Governing Body’s decision on its possible inclusion in the agenda of the 1962 Session of the Conference.

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

15. This question has been submitted to the Governing Body on two previous occasions—at the 135th Session (May-June 1957) and at the 136th Session (May-June 1958)—for consideration with a view to its possible inclusion in the agenda of the International Labour Conference.

16. One of the reasons expressed by members of the Governing Body for not selecting this subject for inclusion in the 1959 and 1960 agenda of the Conference was that questions of future action in the field of social security should be referred in the first instance to the Committee of Social Security Experts. Since the last occasion on which the agenda of the Conference was discussed by the Governing Body, the Committee of Social Security Experts has met and reviewed, in accordance with an agenda determined by the Governing Body, the whole question of the possibility of (1) establishing an international instrument on social security for migrant workers, and (2) revising international social security Conventions in the light of the provisions of the Social Security (Minimum Standards) Convention, 1952. In its report it submitted to the 140th Session of the Governing Body (November 1958) the Committee recommended that consideration should be given to the inclusion in the agenda of a forthcoming session of the Conference of (a) the social security (equality of treatment) of migrants and non-nationals, and (b) the remodelling of the international labour Conventions on social security, with priority for (a) if the two questions could not be considered simultaneously.

17. After considering the matter, the Director-General is satisfied that it will not be practicable for these two questions to be dealt with concurrently and, therefore, suggests that the Governing Body may wish to have the one which was given priority by the experts, namely equality of treatment of nationals and non-nationals (social security) included among the subjects from which a final choice for the 1961 agenda of the Conference will be made at the 143rd Session. The arguments put forward on previous occasions for the inclusion of this item, and which have lost none of their cogency, are briefly summarised below.

18. A resolution concerning the situation of aliens and migrant workers in the field of social security adopted by the Conference at its 35th Session (Geneva, 1952) drew attention to the inadequacy of the provisions of the Declaration of Philadelphia, of the Social Security (Minimum Standards) Convention, 1952 (No. 102), in respect of equality of treatment of non-national residents, and to the need to consider any appropriate measures for the establishment of an international instrument which would deal with the situation of aliens and migrant workers in the field of social security.

19. As there has not been any social security item on the Conference agenda since 1952 the opinion has been expressed, and reaffirmed at their recent meeting by the members of the Committee of Social Security Experts, that it would be advisable to give effect to this resolution, thus enabling the results achieved in 1952 to be supplemented in an area of undoubted international importance. Such action would also put an end to the disadvantage of minorities resulting from the fact that the question of equality of treatment that are found in national labour and social security law and practice relating to compulsory systems of


2 See Minutes of the 140th Session of the Governing Body, Appendix VI, p. 78.
21. The report concluded from this examination that extensive differences of treatment exist as between nationals and non-nationals, especially in respect of the right to benefits. This is particularly true of non-contributory benefits of all kinds, unemployment benefits and family allowances, as well as invalidity, old-age and survivors' pensions in the case of non-residents. While encouraging progress has been made in recent years in several countries where the right to certain benefits formerly reserved to nationals has been opened up to non-nationals, this progress has at times been hampered by residence and reciprocity conditions, whereas in other countries non-nationals have been deprived of advantages they formerly possessed.

22. In these circumstances it could hardly be said that the trend towards equal treatment is a natural and spontaneous one which can be allowed to run its course; on the contrary, it needs stimulus and guidance. It may be true that the influence of bilateral and multilateral social security conventions and agreements has constantly been in favour of equality of treatment, but their effects, which are almost entirely confined to the European region, remain necessarily limited either for technical or political reasons. It behoves the International Labour Organisation to consider the solutions adopted at the international level in order to give them their full value, promoting at the same time unity of approach and a wider sphere of application.

23. Such action is all the more necessary in that the previous work of the International Labour Organisation fell short of complete fulfilment in this field, owing mainly to the insufficiently consolidated approach of social insurance. The modern concept of social security, to which the Social Security (Minimum Standards) Convention, 1952 (No. 202), gave international expression, now demands that there should be a satisfactory formulation of the principle of equality of treatment. It is in any event desirable to give this principle solemn reaffirmation at a time when many countries are drafting or completing their social security legislation. The many ratifications of the Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19), 1 support the belief that a new instrument of this kind would help to stimulate progress and prevent backsliding, such as is always possible in the absence of clearly stated international standards.

24. In previous years the postponement of the placing of this item on the agenda of the Conference was accepted by certain members of the Governing Body for practical reasons only, including a wish for more information and for the advice of the Committee of Social Security Experts on the matter. As stated above, the Committee, which met in Geneva from 26 January to 6 February 1959, has now been consulted and its recommendations were brought to the attention of the Governing Body in the report submitted at the 141st Session.

25. In recommending that effect should be given to the resolution concerning the situation of aliens and migrant workers in the field of social security adopted by the International Labour Conference at its 35th Session (Geneva, 1952), the Committee of Social Security Experts took into account the need to ensure for aliens and migrant workers the complete protection of all possible minimum international level, and the inadequacy of the solutions at present provided by the social security Conventions. Consequently the Committee recommended the establishment of an international instrument in the form of a Convention providing for equality of treatment of nationals and aliens in the field of social security without residence conditions and, in so far as possible, for the unconditional payment of certain cash benefits abroad. The Committee suggested, however, that the question of the totalisation of periods of insurance, of employment and of residence for the acquisition, the maintenance and the recovery of rights and, in so far as is needed, for the computation of the benefits, should be a matter for bilateral and multilateral agreements. This specific provision was, however, not made in the Convention requiring the States which ratify it to deal with this question by means of bilateral or multilateral instruments. The Committee also expressed its views on the principles and the technical methods of application that it would be appropriate to adopt in the elaboration of the suggested Convention.

26. Taking into account the general and permanent reasons of a social, political and technical character which justify the preparation of an international instrument on equality of treatment in the field of social security; the information and conclusions set out in the law and practice report previously submitted to the Governing Body; and the favourable opinion of the Committee of Social Security Experts whose advice the Governing Body had requested to guide it in its decision, together with the valuable and specific suggestions made by the Committee with regard to the approach to the suggested instrument, the Governing Body may wish to feel that the time has now come to place on the agenda of the Conference the equality of treatment of nationals and non-nationals in the field of social security on the agenda of the Conference, and may wish to have the law and practice report on this question put before it again at the November Session for the purpose of making its final choice of items for the agenda of the 45th Session of the Conference.

Vocational Training

27. When the Governing Body considered this subject at its 140th Session (November 1958) with a view to placing it on the agenda of the 44th (1960) Session of the Conference, there was general recognition of the need to bring the existing Recommendations on the subject up to date, in the light of changes in the vocational training field over the past 20 years and the desirability of producing a clear and comprehensive guide to national practice which would be of service to the less developed countries of the world as well as to those that are technologically more advanced. The priority given to such items as workers' housing and the reduction of hours of work precluded its inclusion in the 1960 agenda, but the wide support it then commanded has led the Director-General to bring it forward again as a possible choice for the agenda of the Conference in 1961, particularly as the Office has now had the benefit of a longer period for research and preliminary preparation.

28. The Conference has not considered the subject of vocational training as a whole since 1939, when it adopted the Vocational Training Recommendation, 1939 (No. 57); and the Apprenticeship Recommendation, 1938 (No. 60), both of which were directed primarily to giving young people a trade that would carry them through life. However, after the cessation of hostilities in 1945, the training of adults, including the vocational rehabilitation of disabled people, became a matter of urgent concern in many countries, in view not only of the need to reintegrate large numbers of demobilised service men into civilian life but also of the pressing demand for skilled manpower arising out of the rapid economic and social developments that were then taking place. This specific aspect of vocational training was considered at the 33rd (1950) Session of the Conference and the discussion resulted in the adoption of the Vocational Training (Adults) Recommendation, 1950 (No. 88). In 1955, at its 38th Session, the Conference, while further extending this specific provision, this time limited to the disabled and entitled the Vocational Rehabilitation (Disabled) Recommendation, 1955 (No. 99), which in fact superseded Chapter V (Training of Disabled Persons) in the 1950 Recommendation.

1 As of 1 January 1959 this Convention had been ratified by 50 States.
29. Vocational training at the present day is a major preoccupation both of the highly developed countries and of those countries which are now engaged in a process of rapid industrial expansion. For the latter it is clearly a condition precedent to harmonious and co-ordinated growth, and one which need not be in any way detrimental to the development of a country's productive capacity. At the same time, a growing realisation is dawning in many advanced countries that financial investment should be matched by a corresponding investment in skills. It is true that financial resources are often more easily available than technical know-how, but it is equally true that in many countries the problem—no less urgent—is as much one of a parallel decline of marginal industries makes it necessary to impart new skills or retrain workers in order to make the re-employment of labour a practical proposition. All these changes, which seem likely to continue in the years to come, call for the establishment by member States of effective systems of vocational training reflecting the modern concepts that such training is not a once-for-all task at the school-leaving stage but rather a process that continues throughout the working life of the individual; that the basic training should have a broadly based character to the intent that the worker may readily adapt himself to changing conditions of work; and that the link between training in the undertaking and school tuition must be ever more closely forged.

30. It is in the light of considerations such as these that the basic pre-war Recommendations now appear to embody approaches and principles that in many cases have been overtaken or rendered incomplete by new ideas. Not only the conceptual basis but also the form of vocational training has changed over the years, as witness the developments in the use of special training methods, the various new forms of apprenticeship, including " sandwich courses " and apprenticeship centres, and the systematic upgrading of skilled and semi-skilled workers. In addition, account must be taken of the trend towards a longer period of basic schooling and the growing realisation of the importance of training in organisation and supervisory skills.

31. That the earlier Recommendations are no longer adequate to current needs is also borne out by the greatly broadened and more direct experience acquired by the Organisation, which has had the benefit of the cooperation of the Industrial Committees and, above all, in the course of its vocational training activities represented a fundamental branch of I.L.O. activity in the manpower field which is of direct immediate and long-term consequence for workers, employers and governments alike, and that further action in this field is urgently required.

32. In suggesting this topic as a possible agenda item, the Director-General feels that the new instrument might cover all forms of vocational training in industrial or commercial occupations, including office work, that it might except certain categories such as agricultural workers and seafarers, and that it would in effect be an entirely new instrument.

33. The precise scope of the new instrument would in effect be an entirely new instrument would in effect be an entirely new instrument. The Governing Body may wish to ask the Director-General to prepare for its next session. The opinion may already be expressed, however, that the work involved for the Conference in revising and completing the vocational training Recommendations and drafting what would in effect be a new instrument would imply the use of the double-discussion procedure. The Director-General feels that the new instrument might cover all forms of vocational training in industrial or commercial occupations, including office work, but that it might except certain categories such as agricultural workers and seafarers. It will be remembered that the Vocational Training (Agriculture) Recommendation (No. 101) was adopted as recently as 1956.

34. At the same time, in a new instrument certain gaps in the 1939 Recommendations would be filled, certain repetitions avoided, and various provisions rearranged in the light of their changed importance and relation to each other. Apprenticeship, treated in a separate Recommendation in 1939, would be grouped with other forms of vocational training in a single new instrument. Provisions relating to the vocational training of adults, at present to be found only in the Vocational Training (Adults) Recommendation, 1950 (No. 88), and others dealing with methods of training supervisors and instructors, would also be included.

35. In addition, the revised international standards should take full account of the progress achieved and the experience gained through various types of international cooperation in vocational training, such as the exchange of trainees between countries and the sending of workers on study tours to undertakings abroad.

36. In proposing this subject for consideration by the Governing Body with a view to its inclusion in the agenda of the Conference for 1961, the Director-General is mindful that vocational training activities represent a fundamental branch of I.L.O. activity in the manpower field which is of direct immediate and long-term consequence for workers, employers and governments alike, and that further action in this field is urgently required.

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1 See Occupational Safety and Health (Geneva, I.L.O.), Vol. VI, No. 1, Jan.-Mar. 1956, p. 27.
39. The International Labour Conference was first concerned with the subject at its Seventh Session in 1925, and after informal discussions referred it to the Safety Subcommittee of the I.L.O. Correspondence Committee on Industrial Hygiene. In due course the 12th (1929) Session of the Conference adopted the Power-driven Machinery Recommendation, 1929 (No. 32), which advocated the principle that it should be prohibited by law to supply or install any machine intended to be Driven by mechanical power and to be used within the territory of the Member concerned, unless it is furnished with the safety appliances required by law for the operation of machinery of that type.

40. It will be noted that the Recommendation does not apply to machinery for export, nor does it ensure any uniformity in international practice. The possibility of taking the matter one step further and achieving a degree of uniformity by specifying in an international Convention a simple minimum standard of protection was raised by the 1948 Tripartite Technical Conference on Safety in Industrial Establishments, and the Committee on the Programme of Work of the Office in the Field of Industrial Safety and Health agreed in December 1950 to recommend to the Governing Body that it should consider placing the question on the agenda of the International Labour Conference.1

41. After generally approving the recommendations of the above-mentioned Committee at its 114th Session (Geneva, March 1951) the Governing Body agreed at its 127th Session (Rome, November 1954) that the question should be referred to the panel of the Correspondence Committee on Occupational Safety and Health to which reference is made in paragraph 38 above. This panel concluded that a simple Convention should be drawn up, confined to points on which there was almost general agreement throughout the world. These points were two in number: (a) the guarding of projections or revolving parts, and (b) the guarding of gearing. It was generally agreed that equipment such as boilers, lifts, cranes and electrical equipment, the safety of which depends mainly on engineering design, should be excluded from the scope of the Convention.

42. The panel also envisaged the possibility of a supplementary Recommendation that would expand the Power-driven Machinery Recommendation, 1929 (No. 32) by recommending governments to enter into reciprocal arrangements with countries from which machines are imported into their own country, or to which machines are exported from their own country, for the purpose of mutual consultation concerning the protection of the machines in question. The report of the panel was submitted to the Governing Body at its 130th Session (November 1955). The Governing Body took no specific decision on the subject.

43. The Governing Body may wish to request the Office to submit a law and practice report at the 143rd Session (November 1959) to serve as a basis for discussion of the desirability of placing this item on the agenda of the 45th (1961) Session of the International Labour Conference.

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

44. This subject was considered by the Governing Body at its 140th Session for inclusion in the agenda of the 44th (1960) Session of the Conference, but the higher priority given to other items prevented its selection at that time. It figured high on the list of preferences of several members, however, and many of the speakers who did not include it on their list referred to it as important and worthy of treatment in itself. Attention was drawn to the need for clear and precise standards in this field, and the view was more than once expressed that this was the kind of item which could most effectively be discussed by the Conference. In the light of the general feeling at the 140th Session that those items which were not adopted for the 1960 Conference agenda should be regarded as deferred for reconsideration for 1961, the Director-General accordingly resubmits it as one of the questions on which the Governing Body may wish to call for a law and practice report for its 143rd Session.

45. The Tripartite Technical Meeting on Mines Other than Coal Mines, which met in Geneva from 25 November to 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 138th Session (February-March 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.

46. 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 be of a hazardous nature, many countries have laws or regulations prescribing a minimum age of entry to such work 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.

47. 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. The former fixes 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.

48. The Conference has also adopted standards regulating admission to underground work in coal mines. The Minimum Age (Coal Mines) Convention, 1929 (No. 96), prohibits 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, under conditions determined by the competent authority, after consultation of the employers' and workers' organisations concerned, relating to the places of work and occupations permitted and to the measures of medical and safety supervision to be applied.

49. 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 such mines. The resolution noted the aforementioned Recommendation and pointed out that, for purposes of practical training in mining regions where the school-leaving age is less than 16, special measures, such as apprenticeship in surface work or post-school vocational classes, were desirable for young persons who

1 See Minutes of the 124th Session of the Governing Body, Appendix II, p. 72, para. 25.

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 be permitted to employ young workers only
in tasks compatible with their physical capacity and
 provision should be made for periodic health examination.

50. The position with regard to the employment of
young workers 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.

51. 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 admis-
sion to employment is higher than the school-leaving age
or where no school-leaving age has yet been prescribed.

52. In drafting the necessary instrument or instru-
ments, the Conference would be able to give consideration
to the need to provide the mining industry with an
adequate supply of capable young recruits while at the
same time ensuring that these young persons are properly
protected from engaging in 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.

53. In the light of the various considerations set forth
above, and with a view to determining the agenda of the
45th (1961) Session of the International Labour Conference,
the Governing Body may wish to decide that at its 143rd Ses-
sion (November 1959) it should receive (a) more detailed
proposals for a general discussion by the Conference of
employment problems and policies, and law and practice
reports on the following subjects: (b) equality of treatment
of nationals and non-nationals (social security); (c) voca-
tional training; (d) prohibition of the sale and hire of
inadequately guarded machinery; and (e) employment of
young persons in underground work in mines of all kinds.
APPENDIX III

Third Item on the Agenda: Report of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference

For the text of this report, see Minutes of the 141st Session of the Governing Body, Appendix II, pp. 64-70.
Fourth Item on the Agenda: Report of the Technical Meeting on Problems of Productivity Improvement in Certain Countries

The Technical Meeting on Problems of Productivity Improvement in Certain Countries, convened in accordance with decisions taken by the Governing Body at its 140th Session (November 1958), was held in Bangalore from 25 February to 6 March 1959. Its report is annexed.

1. The Meeting included participants from India, Indonesia, Iran, Israel, Japan and the Federation of Malaya. Three of the participants were directors of national productivity centres or institutes, two were from employers’ circles, two from workers’ circles, and two were leaders of productivity missions under the I.L.O. Technical Assistance Programme.

2. The conclusions unanimously adopted by the Meeting are set forth in the two appendices to its report. The first of these contains the Meeting’s recommendations concerning the preparation, organisation and execution of national productivity programmes and the second its recommendations concerning the contribution to be made to such programmes by the I.L.O.

3. The conclusions unanimously adopted by the Meeting are set forth in the two appendices to its report. The first of these contains the Meeting’s recommendations concerning the preparation, organisation and execution of national productivity programmes and the second its recommendations concerning the contribution to be made to such programmes by the I.L.O.

4. The Meeting believed that it would be of assistance to the many underdeveloped countries which have already initiated programmes for the raising of productivity or are considering the desirability of launching such programmes, if its conclusions concerning the preparation, organisation and execution of national productivity programmes, together with any observations which the Governing Body may have to make on the subject, could be given wide circulation among all those whose initiative, practical experience and co-operation can contribute to the raising of productivity. The Meeting accordingly made a number of specific suggestions concerning the circulation of these conclusions (paragraph 7 of its report).

5. The Governing Body is invited:
   (a) to take note of the conclusions in Appendix I of the Report of the Technical Meeting on Problems of Productivity Improvement in Certain Countries;
   (b) to authorise the Director-General to communicate these conclusions:
      (i) to governments, requesting that they be brought to the notice of employers’ and workers’ organisations and other interested parties;
      (ii) to intergovernmental organisations concerned with the raising of productivity;
      (iii) to the International Committee of Scientific Management, suggesting that they be brought to the notice of its constituent organisations;
   (c) to authorise the Director-General to bring these conclusions to the notice of regional conferences and other meetings organised under the auspices of the I.L.O. as appropriate.

6. In paragraph 1 of Appendix II to its report (recommendations concerning the contribution to be made by the I.L.O. to national productivity programmes) the Meeting recommended that “in view of the value of the contributions already made by I.L.O. productivity missions to the preparation, organisation and execution of national productivity programmes and the great scope that exists for work of this kind in underdeveloped countries, ... the I.L.O. expand and develop this part of its activities”. In the succeeding paragraphs certain specific suggestions are made as to the steps that should be taken for this purpose. Thus the Meeting expressed the hope that the I.L.O. would press ahead as rapidly as possible with its management development programme, and made, inter alia, the following suggestions:
   (a) the I.L.O. should prepare and publish from time to time analyses of the experience of I.L.O. productivity missions together with the conclusions drawn from that experience;
   (b) the I.L.O. should undertake the preparation of suitable training manuals or handbooks, training films and film strips with suitable commentaries, course outlines, collections of case studies and other appropriate training materials or teaching aids;
   (c) provision should be made at I.L.O. Headquarters for a library of training films and film strips, including copies for loan to I.L.O. productivity missions and to national productivity centres and management training institutions;
   (d) various studies should be undertaken (paragraph 10);
   (e) the I.L.O. should convene from time to time small meetings of persons from government, management and labour circles who are playing a leading part in national productivity programmes, for discussions and the exchange of views and experience;
   (f) provision should be made for fellowships and study tours for staff members of national productivity centres and other carefully selected persons;
   (g) the I.L.O. should continue to make available the assistance it has been giving through missions concerned specifically with small-scale industries.

7. In paragraph 9 of its report, the Meeting noted that in carrying out certain of the activities which it recommended in Appendix II it would be desirable to seek the co-operation of the United Nations and other international organisations which are engaged in activities concerned directly or indirectly with the raising of productivity.

8. With reference to the recommendation regarding the convening of small meetings, summarised in paragraph 6 (e) above, the Governing Body will recall that when, at its 140th Session, it approved the Director-General’s proposals regarding arrangements for the Technical Meeting on Problems of Productivity Improvement in Certain Countries, the Director-General gave the assurance, in response to interest expressed by several members of the Governing Body, that problems similar to those placed on the agenda for this Meeting inBangalore would be studied in due course with respect to other regions. Among meetings considered for 1960, but for which it was not found possible to propose that budgetary provision should be made, was a technical meeting on problems of productivity improvement in Latin America. The Director-General intends to give further consideration to the recommendation concerning the convening of such meetings when he is preparing proposals for the budget for 1961.

9. The Director-General proposes to take account of the suggestions concerning fellowships, study tours and technical assistance concerned with small-scale industries in considering action to be taken in response to requests for assistance both under the I.L.O.’s own technical assistance programme and under the Expanded Programme.

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1 See below, pp. 62-64.
Within the framework of the management development programme or in other contexts the Director-General will, at a later date, make such proposals to the Governing Body as he considers appropriate for carrying out the various other activities suggested by the Meeting.

In determining the Office's programme of studies and publications, the Director-General proposes to take into account the suggestions made on this subject by the Meeting.

The Governing Body is invited—

(a) to take note of the conclusions and suggestions set forth in Appendix II of the report on the understanding that in carrying out the activities suggested the I.L.O. would, where appropriate, seek the co-operation of the United Nations and other international organisations;

and

(b) to take note of the intentions of the Director-General as set out in paragraphs 8-12 above.

ANNEX

Text of the Report of the Technical Meeting on Problems of Productivity Improvement in Certain Countries

(Bangalore, 25 February-6 March 1959)

I. The Technical Meeting on Problems of Productivity Improvement in Certain Countries, convened in accordance with a decision taken by the Governing Body of the International Labour Office at its 140th Session, was held at the I.L.O. Asian Field Office, Bangalore, from 25 February to 6 March 1959.

2. The following is a list of those who participated in the Meeting:

Mr. M. Bar-Tal (Israel), Director, Department of Productivity and Joint Productivity Councils, Executive Committee, General Federation of Labour in Israel.

Mr. M. Guayour (Iran), Chairman of Directors of the Mines of Chekabe, Vice-President of the Executive Committee of the Employers' Association of Iran, member of the Governing Body of the I.L.O.

Dr. L. Liang Hien (Indonesia), Director, Institute for Productivity, Ministry of Labour.

Mr. N. S. Manikker (India), Chief Adviser of Factories, Director, Productivity Centre, Ministry of Labour and Employment.

Mr. Ichiho Oshikawa (Japan), Managing Director, Japan Productivity Centre.

Mr. R. M. Shah (India), General Manager, Standard Batteries Ltd., Bombay.

Mr. J. B. Shearer, Chief of the I.L.O. Productivity Mission in India.

Mr. H. Whitaker, Leader of the I.L.O. Productivity Demonstration Mission in Singapore.

3. Mr. Manikker was elected Chairman and Dr. Lo reporter.

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

I. Problems encountered in the preparation and organisation of national programmes to raise productivity in Asia and the Middle East, with special reference to the needs of (a) managements and (b) workers.

II. The contribution of international technical assistance to the solution of problems discussed under I, with special attention to—

(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.

5. The documents prepared for the Meeting by the International Labour Office included papers dealing with the topics on the agenda together with a list of I.L.O. publications and other documents concerned with the raising of productivity. Participants were supplied with copies of some of these publications and copies of the resolution concerning management development adopted by the International Labour Conference at its 42nd Session (June 1958); and their attention was drawn to the fact that a wide range of activities concerned with or relevant to the raising of productivity were being carried out by other intergovernmental organisations and under bilateral aid programmes.

6. The Meeting considered successively the principal points raised in the papers dealing with the topics on the agenda and then drew up detailed statements setting out its conclusions, first, concerning the most effective methods of preparing, organising and executing national programmes to raise productivity in underdeveloped countries and, second, concerning the contribution to be made by the I.L.O. to such programmes. These statements, which were adopted unanimously, are appended to the present report.

7. While the conclusions reached by the Meeting on the preparation, organisation and execution of national productivity programmes (Appendix I) are based primarily on the experience of the countries of which participants in the Meeting have first-hand knowledge, including in most cases the experience of I.L.O. productivity missions, the Meeting believed that it would be of assistance to the many underdeveloped countries which have already initiated programmes for the raising of productivity or are considering the desirability of launching such programmes, if these conclusions, together with any observations which the Governing-Body may have to make on the subject, could be given wide circulation among all those whose initiative, practical experience and co-operation can contribute to the raising of productivity. The Meeting accordingly suggested that these conclusions should be communicated to governments; that governments should be requested to bring these conclusions to the notice of employers' and workers' organisations and other interested parties; that they should be communicated to intergovernmental organisations concerned with the raising of productivity; that they should also be communicated to the International Committee of Scientific Management with the suggestion that this Committee bring them to the notice of its constituent organisations; and that they should be brought to the notice of regional conferences and other appropriate meetings organised under the auspices of the International Labour Organisation.

8. The Meeting expressed the hope that for the purposes of such distribution these conclusions (preferably together with the conclusions of the I.L.O. Meetings of Experts on Higher Productivity in Manufacturing Industries and on Systems of Payment by Results) would be made available in convenient form as promptly as possible after their consideration by the Governing Body.

9. With reference to the conclusions which it has reached concerning the contribution to be made by the I.L.O. to productivity development programmes (Appendix II), the Meeting noted that in carrying out certain of the activities which it recommends should be undertaken or further developed—notably that of serving as a clearing-house for information on action taken to raise productivity should it be desirable to seek the co-operation of the United Nations and other international organisations which are engaged in activities concerned directly or indirectly with the raising of productivity.

N. S. Manikker, Chairman.
Appendix I

National Productivity Programmes: Recommendations concerning Their Preparation, Organisation and Execution


Appendix II

National Productivity Programmes: Recommendations concerning the Contribution to Be Made by the I.L.O.

1. In view of the value of the contributions already made by I.L.O. productivity missions to the preparation, organisation and execution of national productivity programmes and the great scope that exists for work of this kind in underdeveloped countries, it is recommended that the I.L.O. expand and develop this part of its activities. In the paragraphs that follow certain specific suggestions are offered as to the steps which should be taken for this purpose.

2. Having regard to the key importance of the role of management and especially of top management in raising productivity improvement, the Meeting noted with particular interest the resolution adopted by the International Labour Conference at its 1958 Session which invites 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 activities that would contribute to meeting the need for management development and training, more especially in the industrially less advanced countries; and it also noted that at its 140th Session the Governing Body considered proposals for giving effect to this resolution. The Meeting expresses the hope that the I.L.O. will press ahead as rapidly as possible with its management development and training, and in other ways, and that it will be able in this way to contribute effectively to increasing the supply of scarce managerial skills.

3. Since the effectiveness with which an I.L.O. productivity mission can contribute to the preparation, organisation and execution of a national productivity programme will depend largely on the arrangements made in the country concerned in advance of the arrival of the mission and on the degree to which the advice and assistance provided correspond to the specific needs of the country, the I.L.O. should stand ready to undertake advance surveys designed to prepare the way for a full-scale mission and in particular to provide an expert analysis of relevant conditions on the basis of which a co-ordinated programme can be drawn up for national action to raise productivity and for the provision of the types of assistance which can be used most effectively at each successive stage in the development of the national productivity programme.

4. As part of their initial briefing by the International Labour Office all I.L.O. productivity experts should be informed of the experience of other I.L.O. productivity missions, the problems they have encountered and the methods they have found most effective in dealing with these problems. As a basis for this briefing and also for the information and guidance of others concerned with the raising of productivity, it is recommended that the International Labour Office, paying due regard to the information and guidance of its productivity missions and to national productivity centres and similar institutions which could benefit from this, arrange for periodical or other publications designed to meet specific local needs.

5. Special attention should be given in this connection to the materials and the methods being used in courses of training for higher management in leading management or training institutions in industrially advanced countries. The I.L.O. should prepare, or arrange for the preparation of, analytical surveys of such materials and methods for the information and guidance of its productivity missions and of similar institutions in less developed countries.

6. Provision should be made for the building up at I.L.O. Headquarters of a library of training films and film strips, including copies for loan to I.L.O. productivity missions, and of similar material to national productivity centres and management training institutions.

7. In order that national institutions concerned with the raising of productivity, together with I.L.O. missions or in the undertaking as a whole, might be able to use to best advantage the experience of other countries, the I.L.O. should undertake to serve as a clearing-house for information on action taken to raise productivity. As a part of this service it should make available to such institutions, in the form of a periodical news-sheet or bulletin, information on current developments in this field and other material likely to be of practical value; and from time to time it should publish more substantial articles or studies reviewing and analysing the main trends of policy and action.

8. The studies to be undertaken in this connection should include—

(a) a study of the methods adopted in particular undertakings to deal with problems of redundancy or displacement of labour consequent on improvements in efficiency either in specific operations or departments or in the undertaking as a whole;

(b) a study of systems of incentive payment used in less developed countries with special reference to practical methods of ensuring or promoting the reasonably equitable operation of such systems in conditions in which, due to lack of qualified experts in work measurement or for other reasons, it is not yet practicable to apply all of the safeguards recommended in the conclusions of the I.L.O. Meeting of Experts on Systems of Payment by Results (Geneva, 1951);

(c) studies of the ways in which modern management and industrial engineering techniques have been or might be adapted to meet the special needs and conditions of small-scale industries.

Each of these studies should be based on the results of first-hand investigations; in the case of (b) this investigation should, if possible, include an analysis of actual experiments or experiments in the application of incentive systems in a carefully selected undertaking or undertakings, to be conducted with the full co-operation of the
management and workers concerned; and in the case of (c), an analysis of the results of the application of suitably adapted techniques in one or more pilot projects.

11. The publication and dissemination of such information and studies, valuable as it will be, needs to be supplemented by opportunities for discussion and direct exchange of views and experience between persons in government, management and labour circles who are playing a leading part in national productivity programmes. It is accordingly recommended that the I.L.O. convene from time to time small meetings of such persons, together with experts serving in or having served in I.L.O. productivity missions and, where appropriate, other persons with relevant special knowledge or experience, for the purpose of exchanging and reviewing experience in groups of countries which face comparable problems in their efforts to raise productivity and for the purpose of formulating specific practical suggestions for consideration by such countries and by the Governing Body of the International Labour Office.

12. Fellowships should be provided to carefully selected holders or trainees for executive positions in less developed countries in order to enable them to study for limited periods in leading management training institutions abroad. Wherever possible such study should be followed by a period of service in an undertaking known for its high level of efficiency and good labour-management relations.

13. Provision should also be made for study tours by staff members of national productivity centres and supervisory and management training institutions in less developed countries, to similar centres and institutions in countries which have had longer experience in such work. Such tours should if possible include an intensive two to three weeks' seminar in management problems (including labour-management relations) at I.L.O. Headquarters; they should also include, wherever possible, a period of service, preferably not less than two months, in a productivity centre or management training institution in one of the countries visited.

14. In addition to its productivity missions and the various related activities outlined in the foregoing paragraphs, the I.L.O. should continue to make available the valuable assistance it has been giving through missions concerned specifically with particular small-scale industries or with small-scale industries in general.
APPENDIX V

Fifth Item on the Agenda: Report of the Asian Advisory Committee

1. The Ninth Session of the Asian Advisory Committee was held in Geneva on 16 and 17 March 1959. The session was attended by eight Government members, four Employer members and four Worker members. Representatives from several international organisations also attended the meeting. Mr. Merani (Government member, India) was elected Chairman. The report of the Committee is attached.1

2. The agenda of the session, as fixed by the Governing Body, consisted of the following items:
   I. Review of the activities of the Asian Advisory Committee since its inception.
   II. Programmes for raising productivity in Asian countries.
   III. Development of the I.L.O. technical assistance programme in Asia.
   IV. Promotion of workers' education in Asia.

3. The Committee reviewed its activities since its inception and unanimously concluded that it should be continued within the framework of its existing terms of reference.

4. The Committee expressed views as to the composition of its agenda at future sessions. It is for the Committee to make proposals as to what questions it should take up, as it has been doing, and it is for the Governing Body to consider these recommendations. So far the Governing Body had approved virtually all the recommendations made by the Committee in this respect.

5. The Committee has, moreover, made recommendations concerning the duration, frequency or periodicity and venue of its sessions as well as some aspects of the agenda, which involve financial consequences.

6. Should these recommendations be given effect, the estimated cost of a session of the Committee, if held in Geneva in conjunction with the Governing Body, is not less than U.S. $4,500. The estimated cost of holding a session in Asia is, on the other hand, U.S. $24,500 or U.S. $26,400 if two experts from Employers' circles and two from Workers' circles are invited to attend to assist in the discussion of questions on the agenda. The greater part of the difference in the estimated cost between holding a session in Geneva and in Asia arises from the staff requirements to service the meetings; the cost of the transport and subsistence allowance for the secretariat may amount to well over U.S. $18,000.

7. It is for the Governing Body to consider these recommendations and decide on them.

8. The Director-General, for his part, would suggest that the next session of the Committee be held in Geneva, in conjunction with the Governing Body, as usual. It may be recalled that financial provision has been made in the budget for 1960 for a session of the Committee, and this amount should be sufficient should the session last for six working days as recommended by the Committee in regard to the duration of the sessions.

9. The Director-General would further suggest that the most appropriate occasion to consider other questions involving financial implications might be at the next budget session of the Governing Body, when the estimates of expenditure will be reviewed as a whole.

10. The Committee manifested special interest in the programme of technical assistance in Asia. It expressed its keen desire for a closer association with this programme. The Director-General will consider how best this can be brought about; he has already taken steps to ensure that the Asian Field Office will keep the Asian members of the Governing Body regularly informed of progress.

11. It has been further suggested that the number of experts recruited from Asia for technical assistance should be increased. This is a point which has already engaged the attention of the Director-General, who desires to take this occasion to assure members of the Governing Body that every effort is being made to recruit such experts on as wide a geographical basis as possible, with due regard to the requirements of the job and the stipulations of the applying country. Such considerations as the skills and linguistic qualifications required inevitably restrict the areas from which experts can be had.

12. The Committee made a number of suggestions concerning the workers' education programme of the I.L.O. in Asia. These suggestions will be fully taken into account.

13. The Committee recommended that the agenda for the next session be fixed as follows:
   I. Progress report on the effect given to the recommendations made at the previous sessions of the Asian Advisory Committee.
   II. Review of developments under the I.L.O. technical assistance programme in Asia.
   III. The contribution of the I.L.O. to the raising of incomes and living conditions in rural communities in Asia.
   IV. Unemployment among the educated youth in Asia.
   V. Trade union situation in Asia.
   VI. International labour standards in relation to economic and social conditions in Asian countries.
   VII. Programmes for raising productivity in Asian countries.

14. The Governing Body may wish to decide that the Tenth Session of the Asian Advisory Committee be held in Geneva next year in conjunction with the Autumn session for a period of six working days, and that the above agenda be adopted.

ANNEX

Text of the Report of the Asian Advisory Committee

(Geneva, 16-17 March 1959)

1. The Ninth Session of the Asian Advisory Committee was held in Geneva on 16 and 17 March 1959. The session was attended by eight Government members (Australia, China, France, India, Indonesia, Japan, Pakistan and the Philippines), four Employer members (Mr. Allana, Sir John Allum, Mr. Mishiro and Mr. Tata)
II. Performance and Value of the Committee

6. Members from all three groups participated in the discussion of this question. The Committee as a whole was of the view that the work it had accomplished since its inception was satisfactory and useful. The Committee was an agency representing a very large region of the world; it initiated the examination of important problems, and made proposals and gave guidance to the Governing Body on questions which affected many millions of people in Asia. It was evident that the Committee was at least as important as many of the existing committees of the I.L.O. The example of the Asian Advisory Committee had served to create the African Advisory Committee. Several Employer and Worker members expressed the pleasure of the African Advisory Committee, as it met a long-felt need of the African region. However, they noted a big difference in the treatment allotted to these two regional committees. The Governing Body had, in the case of the African Advisory Committee, provided for a meeting of two weeks and made budgetary provisions for an amount that was six times larger than that allotted to the Asian Advisory Committee. It was believed that the duration of the meeting and the amount allocated to the African Advisory Committee were necessary; it was, however, regretted that the Governing Body had not thought it necessary to make similar provisions for the Asian Advisory Committee. The Japanese Government member indicated that certain subjects which had been considered by the Committee did not lend themselves to useful discussion or to useful results being achieved. He felt that the work of the Committee was not entirely satisfactory, as far as only this aspect was concerned.
Government, Employer and Worker members to indicate the subjects which should be considered by the Committee. The Pakistani Worker member considered that, as the Governing Body had almost without exception endorsed the Committee’s recommendations on the items to be included on the agenda, the fault for the inclusion of unsuitable items in the past lay with the Committee itself. The Government member of the Philippines stressed the importance of the unemployment problem in Asia and pointed out that the Committee would be rendering a great service in dealing with this problem. The Pakistani Employer member stated that as in the last ten years the most important feature of the I.L.O.’s work in Asia had been the carrying out of technical assistance programmes, and as the Asian Advisory Committee was the appropriate body to consider these questions and advise the Governing Body on all Asian aspects of general problems, the Governing Body should set up a tripartite body from among the members of the Asian Advisory Committee to make a survey in three or four Asian countries with a view to evaluating the work of the I.L.O. concerning technical assistance in these countries. The Indian Employer member considered that the Asian Advisory Committee should be consulted in regard to the technical assistance programmes carried out in Asia. At present, although the Committee was the body to advise the Governing Body on Asian matters it was never consulted in regard to technical assistance programmes carried out in Asia. He felt that the latter meetings eclipsed the importance of the meetings of the Asian Advisory Committee and the Governing Body. It was felt that the latter meetings tended to lose interest in the meetings of the Asian Advisory Committee. The speakers considered that the report of the Asian Advisory Committee should always be submitted to the meeting of the Governing Body immediately following the meeting of the Asian Advisory Committee. While the Indian Employer member considered that the Committee might meet four times in every five years, the Pakistani Employer member felt that the present provision of one meeting a year should be retained.

Composition of the Committee.
10. The Indian Worker member pointed out that, since the inception of the Asian Advisory Committee, a number of changes had taken place which called for a change in the composition of the Committee. A number of Asian countries through the Colombo Plan. However, he pointed out that, as the present political climate would certainly confuse the situation and create difficulties which would be extremely difficult to overcome, it would be advisable to refrain from an attempt to enlarge the size of the Committee who wished to submit papers at meetings for the information of the Committee should not be held in conjunction with meetings of the Asian Regional Conference and the Governing Body.

Duration, Frequency and Place of Meetings.
11. There was little discussion on the question of the duration of the meetings. The view was unanimous that meetings of the Asian Advisory Committee should be for one week.

12. In an exchange of views which took place in regard to the question of frequency of meetings, many members, including the Indian Employer and Worker members, indicated that meetings of the Asian Advisory Committee should not be held in conjunction with meetings of the Asian Regional Conference and the Governing Body. It was felt that the latter meetings tended to lose interest in the meeting of the Asian Advisory Committee. The speakers considered that the report of the Asian Advisory Committee should always be submitted to the meeting of the Governing Body immediately following the meeting of the Asian Advisory Committee. While the Indian Employer member considered that the Committee might meet four times in every five years, the Pakistani Employer member felt that the present provision of one meeting a year should be retained.

13. In regard to the place of meetings, the Worker members expressed the view that, while Geneva should not be entirely exclusive as a place for holding a meeting of the Asian Advisory Committee, the Committee should meet as far as possible in Asia. This would have the effect of arousing the interest of the people in the region and of giving much needed publicity to these meetings. This view was supported by the Government members of Australia, India, Indonesia and Pakistan. It was pointed out that while meetings could be held in Geneva when it was considered necessary, it was desirable for meetings of the Asian Advisory Committee to be held as often as possible in Asia. Apart from the interest that the meeting could create in the area, it would bring about the attendance of representatives who are qualified and better-equipped to deal with the specific items on the agenda. The Employer member for India, Japan, New Zealand and Pakistan associated themselves with this view. The Japanese Government member considered that the financial implications should be first taken into account, before any decision is taken to hold a meeting in Asia. Apart from the extra cost involved, there would be the recurring difficulty of finding a country to play the part of a host.

Attendance of Experts.
14. The Worker members considered that provision should be made to enable experts to accompany, at the expense of the I.L.O., members attending the Asian Advisory Committee whenever the items on the agenda made the presence of such experts necessary. The Employer members also desired that they should be enabled to be accompanied by experts when necessary.

Submission of Papers.
15. The Worker members felt that members of the Committee who wished to submit papers at meetings for the information of the Committee should be permitted to do so. It was considered that this would contribute to the exchange of ideas and information. The Employer members were also in agreement with this proposal.

Conclusions.
16. The Committee considered that at the present stage of social and economic development of the Asian
countries there was a continuing need for the further intensification of I.L.O. activities in the region. It urged that more adequate resources be made available for the purpose.

17. The Committee further recognised that there was a continuing need for a body such as the Asian Advisory Committee to review the special problems and policy issues of the Asian region. It was therefore decided to recommend the continuation of the Committee. At the same time, it was decided that its methods of working be improved with a view to raising its effectiveness. Various aspects relating to the organisation and work of the Committee were examined in the light of the experience gained from its functioning. The Committee reached the following conclusions.

18. Terms of reference. The Committee considered that the present terms of reference (as determined in the relevant resolution adopted by the Governing Body at its 112th Session) were appropriate and adequate, as they provided a wide framework which permitted the Committee to recommend the inclusion of any particular topic which it deemed necessary for the fullfillment of its functions.

19. Duration. The Committee considered that the customary duration of two or three days for each of its sessions was too short to permit adequate consideration of the agenda. It was accordingly decided to recommend that each session of the Committee be of seven days' duration.

20. Frequency and place of meeting. The Committee considered that the effective application of the existing provision of convening a meeting of the Asian Advisory Committee each year would be adequate, except that it would not be necessary to convene a meeting of the Committee during the year in which an Asian Regional Conference was to be held. With a view to having a more direct impact on the countries concerned, it was desirable that the meetings of the Committee be held by rotation in the countries of the area of the Asian Regional Conference whenever possible, and not less frequently than twice every three sessions.

21. Reporting. The Committee urged that its meetings be held regularly, in conformity with paragraph 20 above, and that the report of each session of the Committee be presented to the next session of the Governing Body as a matter of routine procedure.

22. Agenda. The Committee stressed that the items on its agenda should be specific and of such a nature that the Committee would be able to deal with them effectively. The Committee considered that its agenda should comprise chiefly items of operational and policy-making significance and should generally avoid the inclusion of items that were likely to lead to diffuse discussion of a more or less academic character. Special emphasis should be laid on reviewing the technical assistance activities of the I.L.O. in the Asian region. Each session should have a progress report as an item on its agenda, reviewing the progress in the implementation of the previous recommendations of the Committee, including those pertaining to technical assistance and the difficulties and problems encountered. The existing machinery for the determination of the agenda of each session of the Committee, under which the Governing Body took a decision on the basis of the recommendations on the subject made at the Committee's previous session, would be satisfactory if the meetings of the Committee were held regularly as recommended in paragraph 20 above. At the same time it was decided to draw up at the present session of the Committee a list of topics of special interest to the Committee. This list is intended to provide guide lines for a long-term work programme of the Committee to which it could refer for the formulation of its recommendations concerning the agenda at its future sessions.

The Committee agreed that the seminar method should not be used to deal with the questions on its agenda.

23. Sharing of experience. The Committee considered that it would be helpful if the Office presented informative papers on the experience of the relevant I.L.O. programmes in other less developed regions, as there were many problems of common interest to the Asian and other regions concerned. In addition, the Committee invited its members to distribute informational papers on the occasion of the various sessions of the Committee with a view to making their particular experience on relevant matters available to other members of the Committee.

24. Composition. The Committee carefully examined the question of its composition. While the composition of the Committee was related to the question of its objectives, its effectiveness and methods of working, it was recognised that a reconstitution of the Committee would raise a number of complex issues. The Committee thought that this matter called for further reflection and more time for a thorough examination. It was accordingly decided to defer consideration of the general question of composition until the next session of the Committee, however, to reach conclusion on one aspect of the question of its composition. It was agreed that the Committee would recommend the attendance, on an ad hoc basis, of one or two experts who would be designated by each of the Workers' and Employers' group of the Asian Advisory Committee. In its opinion, such attendance was warranted by the technical nature of the items on the agenda. The cost of such participation should be defrayed from the budget of the I.L.O.

II. Programmes for Raising Productivity in Asian Countries

25. As time was not available in the course of the four sittings of the Committee to examine adequately this important subject, the Committee decided to postpone consideration of this item until its next session.

III. Development of the I.L.O. Technical Assistance Programme in Asia

Summary of Discussion.

26. The Chairman announced that the I.L.O. had increased the budgetary provision for its regular programme of technical assistance from approximately $32,000 to $240,000 in the 1960 budget. This was a substantial increase and some of the limitations which had been imposed before, due to insufficient funds, would now be removed. Several speakers, including the Pakistan Government member and the Indian Worker member, expressed their pleasure that the funds for technical assistance under the regular budget had been considerably increased. Some of the speakers, including the Pakistan Government member and the Indian Worker member, mentioned that since larger funds were now available the Office should, taking into consideration the wishes expressed by the Committee, expand its technical assistance activities in Asia.

27. The Pakistan Employer member expressed his concern in regard to the grave problems confronting Asia and its great need for increased technical assistance, and requested the Chairman to express to the Governing Body in adequate terms the deep appreciation of the Asian Advisory Committee for the decision it had taken to increase the budgetary provision for the regular programme of I.L.O. technical assistance.

28. In the discussion which followed the Indian Worker member touched on certain aspects of technical assistance. He considered that, as Asia was largely agricultural, a larger proportion of the technical assist­ance should be given to agriculture. This was particularly important in the agricultural sector. In this connection he emphasised the needs of the small-scale and cottage industries sector. He noticed from the Office docu-
ment that there had been a certain shortfall of I.L.O. programme expenditures in Asian countries. It was hoped that the Office would succeed in avoiding such a situation in the future and that no amounts intended for technical assistance under I.L.O. programmes would be left unspent. The Office document should in future show a detailed breakdown of expenditure, by subject or field covered, to enable the Committee to have an idea of the position, and of the most effective way of utilising technical assistance funds. It was noticed that most governments preferred to ask for technical assistance for projects which contributed to raising output than for those which had no immediate production gains. It was the I.L.O.'s responsibility to impress upon the governments that they should not neglect the need for production in the political co-operation, and that the assistance contract requiring governments to consult the employers and workers' organisations. It was also necessary that I.L.O. experts should contact the employers' and workers' organisations in order to avoid the tendency to produce one-sided reports. Moreover, it was felt that tripartite bodies should be set up and consulted by governments in appropriate cases before a technical assistance project was requested. The Office should avoid delays in the publication of experts' reports. The Indian Worker member also considered that once a central body had visited a country and consulted employers or workers, they should be enabled to initiate and direct the projects which they considered necessary, channelling the request for aid through the government if required by procedure.

29. The Pakistan Employer member felt that technical assistance reports and other relevant documents should be translated into different national languages in order that they may be read and appreciated by the masses. This should be possible now in view of the increased technical assistance credit. He also considered that the Committee should recommend the Governing Body to appoint a tripartite committee for the purpose of reviewing the technical assistance and have the right of direct contact with the I.L.O. in these countries. In his view, a great deal had been accomplished in the field of technical assistance but the needs of the region were so great that there was urgent need for technical assistance to be increased. He hoped that in giving technical assistance the Office would take into consideration the observations of the Committee in regard to agriculture.

30. The Indian Employer member also expressed the view that, considering all the factors involved, more concentrated help was needed by Asia. He wondered how much of I.L.O. technical assistance went to Asia and how much to other regions. He believed that the needs of certain developed regions were small as compared, for instance, to those of the Asian region and, accordingly assistance intended for the former might appropriately be diverted to the latter, at least for the time being. He believed that the Asian Advisory Committee should have more advisory power in the field of technical assistance in Asia. The Committee should be consulted in regard to technical assistance programmes. He felt that a progress report giving a brief general analysis of the position should be made available to the Committee once a year. This would enable governments to get a more accurate picture of I.L.O. technical assistance achievements in the region the Asian Advisory Committee should make a survey and appraise the work performed by the I.L.O. in this field.

31. The Japanese Employer member pointed out that his country, being highly industrialised, had qualified persons who could be used as experts in the region. He was interested in knowing whether Japanese experts were given the opportunity of working in Asian countries.

32. The Chinese Government member had observations to make on three points. Firstly, he welcomed the increase in the staff of the Asian Field Office. However, he was concerned at the frequent changes of Director, as this was incompatible with the efficient operation of the Office. He believed that the position of the Director of the Field Office should be fixed. Secondly, he considered that increasing attention should be given to the recruitment of Asians as technical assistance experts for the region. Thirdly, he felt that the Committee should have the right of direct contact with the I.L.O. in this matter.

33. The Australian Government member explained that in all technical assistance activities, whether undertaken through the medium of international organisations or as the result of bilateral agreements, the approach was always made by governments, since they also wanted the technical advice and needed it. It would be very useful if the Director-General could come to the conclusion that I.L.O. experts were available to the Committee in regard to agriculture. The Indian Worker member pointed out that the I.L.O. was a tripartite body and accordingly the employers' and workers' organisations should be directly concerned in regard to the regular programme of I.L.O. technical assistance and have the right of direct contact with the I.L.O. in this matter.

34. The Indian Government member observed that it was essential that the I.L.O. should do more in the Asian region in fields such as vocational training, workers' education, agriculture, productivity and management development.

35. The Indian Employer member made certain observations concerning the programmes for raising productivity in Asian countries. He referred to the report, prepared by I.L.O. technical assistance experts concerning the programmes for raising productivity in Asian countries.

36. The French Government member considered that in view of the special manpower problems of the Asian region it was necessary that programmes be designed to promote vocational training and to expand employment opportunities should receive particular emphasis. He appreciated the language difficulty involved in the
recruitment of technical assistance experts from countries where a good working knowledge of English was not widespread. This need not, however, constitute an insuperable obstacle. He urged that ways and means should be explored with a view to mitigating the effects of the language handicap and thus enabling such countries to contribute effectively their share of technical knowledge and experience in the development of the Technical Assistance Programme in the Asian countries.

Conclusions.

37. The Committee noted with satisfaction the substantial effort of the I.L.O. in Asia under the Technical Assistance Programme. The needs of the region for technical assistance were, however, very great and were constantly growing, so that the allocation of resources more adequate to the needs was a matter of urgency. In this context the Committee was gratified to note the increase in the credit for the regular programme of technical assistance of the I.L.O., and it urged that the Asian region should receive an increased share of these additional resources commensurate with its needs.

38. The members of the Committee expressed a keen desire to follow actively the Technical Assistance Programme of the I.L.O. in the Asian region, and more especially in their respective countries. The Committee hoped that it would be feasible to take appropriate steps to associate the members more closely with the technical assistance activities of the Office, and particularly of the Asian Field Office.

39. The Committee recommended that a review of developments under the Technical Assistance Programme in Asia should feature, as a standing item, on its agenda at its future sessions. The Office paper to be presented on this item should include, inter alia, a short description of projects completed and in force, as well as projects planned for execution. The Committee's future work in this field would be facilitated if a brief descriptive paper on the technical assistance procedures were presented to the Committee at its next session, to enable members to grasp the relevant basic features.

40. While the Committee recognised that, under the arrangements for the Expanded Programme of Technical Assistance, the decisions as to the choice of projects rested with the individual recipient government and that appropriate organs charged with responsibility for the Technical Assistance Programme had already been set up within the International Labour Organisation, it nevertheless believed that the Asian Advisory Committee had an important and constructive role to play in ensuring a more effective development of the Technical Assistance Programme in Asia. The Committee urged that careful consideration be given to evolving the means and administrative procedures by which the Committee could contribute most effectively in this matter.

41. The Committee stressed the tripartite structure of the International Labour Organisation in the context of the Technical Assistance Programme. It urged that adequate weight be given to this feature in relation to the procedures and arrangements in the various phases of the technical assistance projects. Measures should be promoted to intensify consultation and participation of national employers' and workers' organisations in projects under the Technical Assistance Programme of the I.L.O. The Committee considered that it would be helpful if I.L.O. experts could consult, wherever appropriate, the national employers' and workers' organisations concerned.

42. In the recruitment of I.L.O. experts for Asia under the Technical Assistance Programme, efforts should be made to secure experts with the best qualifications to assist with the standard of quality required. The Committee, however, urged that experts from the Asian region should be utilised to the maximum possible extent.

43. The Committee hoped that its views regarding the "fields" in which technical assistance should be concentrated would be taken into account by the I.L.O. while developing further programmes.

IV. Promotion of Workers' Education in Asia

Summary of Discussion.

44. The Worker member from Pakistan emphasised the importance of workers' education programmes for Asia. He cited the pioneering educational work done by the International Confederation of Free Trade Unions (Aidtrade) and the Union of Free Trade Unions (Asia) in promoting sound trade unionism, in training leaders at different levels and in stimulating a better realisation among the Asian labour movements of the need for increased efforts in workers' education. He observed that workers' education was still not widely spread. This need not, however, constitute an insuperable obstacle. He urged that ways and means should be explored with a view to mitigating the effects of the language handicap and thus enabling such countries to contribute effectively their share of technical knowledge and experience in the development of the Technical Assistance Programme in the Asian countries.

45. The Pakistan Workers' member suggested that the Office should organise a seminar for Asia on freedom of association, as education in this field was of great importance to workers' as well as to the other groups concerned in Asia and was appropriate for the I.L.O. to impart, in view of the Conventions adopted by it on that subject. This seminar might deal with related workers' education subjects as well and might possibly be held in collaboration with the I.C.F.T.U. and the United Nations Educational, Scientific and Cultural Organisation. The Australian Government member suggested that such a seminar should preferably be organised in an Asian country.

46. The Worker members from India and Australia also emphasised that workers' education was primarily the responsibility of the trade union movement. The Worker member from India suggested that workers' education programmes in Asia should, among other things, aim at helping the working classes to complete the psychological transition from the agricultural to the industrial way of life, at spreading trade union consciousness among the rank and file and at training trade union leaders. These programmes would have to rely on methods suited to the education of the illiterate majority of Asian workers and should cater for the special needs of various classes of workers, including not only those in industry but also workers in the rural areas where knowledge of modern society and its institutions was inadequate. He welcomed the increase in the budget for the workers' education programme of the I.L.O. and said that the developing countries, like those of Asia, should receive more and more attention. The Office should intensify its work in training teachers and other workers' educationists. He suggested that, while the I.L.O. intends to establish an educational centre in Geneva, the establishment of similar centres for regional needs in Asia and elsewhere was also essential. The Office should continue to publish and translate in regional languages the workers' education courses written, as far as possible, in local style. If possible these courses should be printed in bold type to make it easy for workers to read them. He stated that the assistance provided by the Office to other organisations should not be in the form of cash assistance, which should consist of supply of educational materials and technical advice. He referred to certain recent developments in Asia in this field, such as the establishment of a workers' training college at Indore in India.
The Government members from India, Japan and the Philippines agreed that workers' education was primarily a responsibility of the trade union movement but observed that in certain cases, and depending on circumstances, government initiative or assistance might be necessary to promote workers' education in the earlier stages of development. Cases of such initiative or assistance by the governments were referred to by the Government members from Japan and the Philippines. The former thought that the I.L.O. might usefully make a study of the scope and effects of government action in promoting workers' education.

As to the suggestion by Worker members for employers to give educational leave with pay, as was being done by some employers in Asian countries, the Employer members reserved their position. However, after some discussion, the Committee expressed the hope that employers in Asian countries would consider doing everything practicable to make it possible for workers to engage in educational activities.

Conclusions.

The Committee agreed that the responsibility for conducting workers' education programmes rested primarily with workers' organisations, but that in certain cases and under certain conditions it might be necessary for governments to initiate and support these programmes by providing needed facilities.

The Committee thought that the workers' education programme of the Office had been satisfactorily planned and carried out and noted that some of the suggestions made during the discussion were already included in the programme. The Committee hoped that, in future, increasing attention would be paid to the regional needs of Asia and that efforts should be intensified in that direction.

The Committee suggested that the Office should make available more studies of the experience of trade union organisations in various parts of the world in organising, financing and administering workers' education programmes, as well as studies covering the methods and techniques employed in this field.

The Committee considered that the I.L.O. had an important role to play in training teachers for workers' educational programmes and should intensify its work in training increasing numbers of workers' educators.

The Committee suggested that when an I.L.O. seminar was held in Asia to deal, for instance, with labour-management relations, it should specifically cover "freedom of association" aspects.

V. Future Programme of Work

Summary of Discussion.

The Committee discussed at some length the topics to be included in its future programme of work.

The Indian Worker member stated that the subjects chosen for the agenda of the Committee should satisfy certain well-defined criteria. For example, they should fall within the competence of the I.L.O. and be related to the needs of the region. The treatment of an agenda item in the Office paper to be presented to the Committee should be such that the Committee could deal with it in order that concrete policy conclusions. He thought that there were many subjects which the Committee should consider at its future sessions; some of these were so important that they could be considered more than once. As an illustration, he mentioned the following subjects: trade unions, employment questions, housing, problems of small farmers, questions concerning small-scale industries, agricultural workers, training, productivity, implementation of international labour standards, summary of I.L.O. activities, including technical assistance in the region and reports on action taken to implement the recommendations previously made by the Committee.

The Indian Worker member suggested the following items for inclusion in the agenda of the Tenth Session of the Committee: (a) problems of non-manual workers with special reference to unemployment among educated youth; (b) social and economic problems of agriculture; (c) the structure of trade and unemployment in Asia deserved to be studied; some of the specific aspects could be structure of organisation, influence and strength, personnel, finance, political bias, approach (agitational, constructive, etc.), educational and welfare activities, methods and achievements (including progress of collective agreements).

The Indian Employer member concurred in the proposals of the Indian Worker member relating to the items to be included on the agenda of the next session of the Committee. He stressed the need for a vocational bias in the education of youth. He attached great importance to agriculture and thought that an Asian wing of the Permanent Agricultural Committee was needed to deal with various aspects involved in addition to the increased attention which the Asian Advisory Committee should pay to this subject.

The Indian Employer member further suggested the following topics for studies: (a) the impact of population growth on the living standards and welfare of Asian workers; (b) the consequences of economic imbalances and inflation on the purchasing power of wages and remedial measures to safeguard workers' living standards. Within reference to the subject of first importance, he stated that economic growth in Asian countries was far short of the additional needs created by the constant growth in population, and the I.L.O. should focus the attention of Asian countries on this extremely grave situation through systematic studies of this subject. As regards the second subject, he stated that structural imbalances in the economies of most Asian countries often gave rise to inflationary pressures. Elements of instability were thus introduced in the economy through the interaction of prices and wages, with possibly grave repercussions on the maintenance of collective agreements. It would therefore be desirable to institute remedial measures to minimise the disturbances to the economy and to cushion the impact on workers' living standards. These ends could be achieved if workers were enabled to purchase the basic necessities of life, such as food, clothing and shelter, at low and stable prices.

The Government member and the Employer member from Pakistan stressed the importance of the workers' organisations in satisfying certain well-defined criteria.

The suggestion for the inclusion of the item on unemployment among the educated youth. The Pakistan Employer member observed that it would be desirable for the Permanent Agricultural Committee to seek the guidance of this Committee on Asian aspects of its work. He further wished that the Committee should look into the cottage industries and the potentiality and the utilisation of the manpower resources in Asia were topics which deserved consideration by the Committee in its future programme of work.
61. The Japanese Government member proposed the topic of international labour standards in relation to economic and social conditions in Asian countries as an item for the agenda of the Tenth Session of the Committee. He felt that this subject was particularly suited for consideration by the Committee and was one on which it could provide valuable guidance.

62. In the course of the discussion, several members stressed that the labour and social aspects of the various problems should not be viewed in isolation from broader questions, especially economic questions. Although only the former were of direct concern to the Committee and fell properly within its sphere of competence, the impact of economic factors on the welfare and living standards of workers could not be ignored. The Committee therefore stressed that it wished to study the topics which were of more direct concern to it within the appropriate wider framework. In this context the Pakistan Employer member referred to the repercussions of the instability of prices of primary commodities, especially agricultural products on the living standards of workers in Asia. He also referred to the chronic foreign exchange crisis in Asian countries which tended to limit the pace of industrialisation. The Pakistan Government member referred to the widening economic disparities between the industrially advanced countries and the predominantly agricultural countries in Asia. He also referred to the disastrous fall in earnings from the export of primary products and worsening in the terms of trade of most Asian countries which were principally exporters of primary products. The quantum of foreign aid received often did not fully offset the drop in income on this score in the Asian countries.

63. The Indian Government member suggested that the I.L.O. should carry out an ad hoc study relating to the surplus manpower situation and the efforts that were being made to deal with it and the results achieved. He pointed out that pockets of surplus manpower existed even in developed countries whose governments were taking energetic steps to remedy this situation. Information of this kind would therefore be most useful. He urged that the study should be completed in time for the session of the Conference in 1960 so that the information collected would be available when the problems of rural communities were discussed by the Conference. Further, he suggested that the I.L.O. should undertake "original research" and intensify its "studies" programme in the Asian region so that data not available at present or beyond the immediate programme of individual countries could be collected. In this connection he also urged that the I.L.O. should send out experts on mission to Asia, for two to three years in each case, who would make spot studies and also render effective assistance to countries in the various aspects of technical assistance programming.

64. The representative of the United Nations Technical Assistance Administration invited the attention of the Committee to the work done in recent years by the Working Party on Economic Development and Planning of the Economic Commission for Asia and the Far East and by the Population Commission of the United Nations in some of the wider fields in which various members of the Committee had shown interest. Although the studies undertaken in relation to the work of these other United Nations bodies laid emphasis on economic and demographic aspects, and often had a framework of reference broader than that which the Committee had in mind for its purpose, it was desirable to reduce overlap to a minimum.

Conclusions.

65. In the course of the discussion in the Committee it was recognised that certain aspects of the proposed item on social and economic problems of agriculture fell within the other international organisations' areas of work as well. It was further noted that the 1960 Session of the International Labour Conference had the following item on its agenda: "The contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in the process of development." In order, therefore, to achieve the maximum results the Committee decided to consider at its Tenth Session the Asian aspects of the item which was on the agenda of the 1960 Conference. It was further agreed that the documentation on the subject prepared for the Conference would be adequate for the purposes of the Committee. In case, however, the Conference discussion preceded the next session of the Committee, the Committee desired that the record of the discussion should not be considered as the Conference's position on it. It was understood that if the Committee so desired it would recommend, after this initial review, the consideration of other aspects as well, to be taken up either through studies or as items on the agenda at later sessions of the Committee.

66. The Committee considered that the attention of the Permanent Agricultural Committee and other international agencies should be drawn to the deep interest of the Committee in the problems relating to agriculture. The vast majority of workers in Asia were engaged in agriculture. Improvement in the agricultural sector of the economy was the corner-stone of social progress, not only of the agriculturally based but of all workers. No efforts should therefore be spared in studying the problems of agriculture and in initiating appropriate action with a view to raising productivity in this vital sector of the economy and thus contributing to the lifting of living standards and the level of welfare of Asian workers.

67. The Committee decided to draw up an illustrative list of topics in which the members of the Committee showed particular interest, with a view to providing guide lines for a long-term programme of work. It was noted that, while many of the subjects justified inclusion as items on the agenda of future sessions of the Committee, there were others which called for the preparation of studies to provide a broad reference framework to facilitate the consideration of the items on its agenda which were of more direct and immediate concern to the Committee. It was further recognised that some of the topics would recur as items on the agenda of successive sessions either because of the continuing interest in the developments in those fields or because they were so complex that consideration at a single session was unlikely to exhaust the manifold aspects of the subject matter. The list was not intended to be exhaustive and would be reviewed periodically to bring it into line with shifts in programme emphasis. This list, which does not distinguish study topics and possible agenda items, nor suggest an order of priority, is given as an Appendix.

68. The Committee decided to recommend to the Governing Body the following agenda for its Tenth Session:

I. Progress report on the effect given to the recommendations made at the previous sessions of the Asian Advisory Committee.

II. Review of developments under the I.L.O. technical assistance programme in Asia.

III. The contribution of the I.L.O. to the raising of incomes and living conditions in rural communities in Asia.

IV. Unemployment among the educated youth in Asia.

V. Trade union situation in Asia.

VI. International labour standards in relation to economic and social conditions in Asian countries.

VII. Programmes for raising productivity in Asian countries.

The Committee noted that items I and II were intended as standing items on the Committee's agenda, at each session.

69. The Committee desired it to be recorded in the report that the time allowed for its deliberations for the
Ninth Session was grossly insufficient, with the result that not only had one of the items on the agenda to be adjourned but that it had not been able to discuss fully some of the other items also. The Committee also had not had time to approve the whole of the report during its session.

S. T. MERANI,
Chairman.

Appendix

Future Programme of Work of the Asian Advisory Committee

List of topics of particular interest to the Committee:

1. Review of progress in implementation of recommendations made by the Asian Advisory Committee at its previous sessions.


3. I.L.O. Ad Hoc Mission to the Asian region for intensive studies in the field of original research and guidance connected with technical assistance programmes.

4. International labour standards in relation to the economic and social conditions in Asian countries.

5. Trade union movements in Asian countries.


7. Problems of workers and productivity in small-scale industries in Asian countries.

8. Problems of workers and productivity in cottage industries in Asia.


10. Social and labour aspects of the problems of agricultural workers in Asia.

11. Workers' housing in Asia.

12. Unemployment and underemployment in Asia.

13. Utilisation of manpower resources in Asia.

14. Utilisation of surplus labour.

15. The consequences of economic imbalances and inflation on the purchasing power of wages and remedial measures to safeguard workers' living standards.


17. The relationship between the instability in the demand for primary products and the maintenance of living standards of Asian workers.
APPENDIX VI

Sixth Item on the Agenda: Report of the I.L.O. Committee on Forced Labour

1. The Governing Body at its 137th Session (October-November 1957) authorised the Director-General “to establish an independent committee on forced labour whose task it would be to analyse material received by the Organisation dealing with the use and extent of forced labour throughout the world, and to submit its conclusions to the Director-General for transmission to the Governing Body and inclusion in its reports to the annual sessions of the Conference”.

This decision was taken on the understanding that the Governing Body would review the matter again in 1958.

2. The Director-General informed the Governing Body at its 139th Session (May-June 1958) that he had asked the three members of the former I.L.O. Ad Hoc Committee to serve again on the newly established committee; namely, Mr. Paul Ruegger (Switzerland), Mr. Cesar Charlone (Uruguay) and Mr. T. P. P. Goonetilleke (Ceylon).

3. In accordance with a decision of the Governing Body at its 140th Session (November 1958) the Committee met in Geneva from 16 to 24 March 1959. Its report is submitted to the Governing Body herewith.


ANNEX

Text of the Report of the I.L.O. Committee on Forced Labour
(Geneva, 16-24 March 1959)

PREFACE

1. In view of the present circumstances, the character and impact of the report which follows must be limited to the present transitional period, which began with the coming into force on 17 January 1959 of the Abolition of Forced Labour Convention, 1957 (No. 105). Two months after that date the independent I.L.O. Committee on Forced Labour, appointed by the Director-General in 1958, in accordance with the decision taken by the Governing Body of the International Labour Office at its 137th Session, met in Geneva, in March 1959. The supervisory machinery which becomes applicable—which, on the one hand, involves the regular examination of annual reports submitted by ratifying States and, on the other hand, permits the Governing Body to call for information on the implementation of the Convention from non-ratifying States—cannot produce practical and positive results until a later, although not far distant, date. So far it has not become effective.

2. Be that as it may, the coming into force of the 1957 Convention marks a definite step forward in the history of the efforts which have been steadily made over a number of decades by the International Labour Organisation to stamp out forced or compulsory labour and which were resumed with renewed vigour after the end of the Second World War. If there has been considerable progress in the codification of the international rules, which in part cover the same subject, that are laid down in instruments adopted under the auspices of the League of Nations, the United Nations or other international organisations, the struggle for the recognition and respect of the rights of the human person in all their aspects is one and indivisible. The Committee nevertheless felt obliged to express certain opinions and make some suggestions regarding the necessary co-ordination of the various efforts directed towards this common goal.

3. The present stage of general development in the field with which we are dealing is marked by a tendency towards the consolidation and widening of international legal foundations for continuing action. This Committee therefore stresses particularly in its report the need for hastening the process which will lead to as great a degree of universality as possible in the acceptance of the standards, both old and new, laid down by the International Labour Conference. In this same connection the Committee feels it desirable to supplement its analysis of the legal standards established by the International Labour Organisation by a reference to certain rules, which in part cover the same subject, that are laid down in instruments adopted under the auspices of the United Nations or by the Committee appointed in 1955 by the Director-General of the I.L.O.

4. What has just been said is sufficient to indicate that the Committee’s report, drafted as it is in a period of transition, necessarily differs in structure from those submitted earlier, either by the Ad Hoc Committee on Forced Labour set up in 1951 by the I.L.O. and the United Nations or by the Committee appointed in 1955 by the Director-General of the I.L.O.

5. The main task of the earlier Committees was to make observations on the information, mainly from government sources or from organisations having consultative status with the United Nations, on the subject of existing examples of forced labour and to analyse, in so far as was possible for them, the legislative and administrative provisions which made possible this grave evil of forced labour. The purpose was to provide those bodies responsible for making further progress in the codification of the law with information on the facts of the situation which had to be dealt with in the new international legislation, and also to make some suggestions as to the methods to be followed to fight forced labour through the activity of international organisations.

6. The coming into force of the 1957 Convention and the extension at the same time of the circle of States bound by the 1930 Convention changes the whole complexion of the problem. There is reason to hope that henceforth a wider range of information will be reaching the competent bodies of the International Labour Organisation regularly from governments.

7. When the present Committee met, however, the specific documents submitted to it (to the examination of which it was bound, in accordance with the procedure arising out of its terms of reference, to confine itself) were extremely fragmentary. The absence from the
present report of a number of headings included in the reports of the earlier Committee does not, unfortunately, justify the inference that, because governments and organisations having consultative status with the United Nations have not communicated any appreciable volume of new material, forced labour has disappeared in the countries or territories in question. Similarly, the absence of material does not permit the Committee to arrive at any conclusions concerning the conditions which may obtain in other countries or territories not mentioned in the earlier reports. It will be the responsibility of governments—without whose constant collaboration no lasting results can be achieved—to strive, in the first instance, for the enlargement of the basis for international action, by means of ratification of the Conventions by their countries, which will in turn give them an enhanced moral right to keep under observation conditions existing in other countries. It will also be the international responsibility of governments to ensure that the means of supervision provided by the Constitution of the I.L.O. are fully utilised in relation to the two international labour Conventions concerning forced labour adopted by the International Labour Conference. In effect, the fight against the slave trade and slavery in the last century—
is of general humanitarian interest. It concerns the whole of humanity, and calls not only for the establishment of rules of international law but also for the cooperation of the international community in securing the full application of these rules.

8. In the present situation, and within the limits of its terms of reference, the Committee examined in the first place the text of legislation concerning forced labour or the last remaining traces of forced labour, supplied, in accordance with established practice, by a number of States Members of the I.L.O. It noted, from several of these texts, a desire—corresponding to the general notion of forced labour sanctioned by law to put an end to certain forms of forced labour based on Acts or ordinances, or at least to limit them with a view to their ultimate elimination. The Committee also examined recent items of legislation adopted in other countries. In the case of one of these countries, which is a Member of the I.L.O., it was able to note legislative changes designed to increase judicial safeguards enjoyed by individuals. On the other hand, it noted on the basis of recent legislative texts which were placed before it that, in a vast part of the world, where the I.L.O. cannot effectively operate, the notion of forced labour sanctioned by law has not been limited but on the contrary has been extended.

9. Given these facts, the Committee wishes to stress the importance and necessity of continuing analysis by the I.L.O. of all legislation in this field. For, as has already been stressed, forced labour in any form is a matter of concern to the whole of humanity, because it strikes directly at the heritage embodied in the Universal Declaration of the Rights of Man.

I. INTERNATIONAL ACTION AGAINST FORCED LABOUR

10. International action on forced labour during the past 40 years has been marked by two factors. On the one hand, it has been realised that the suppression of forced labour represented only one aspect of more general measures to guarantee the respect of fundamental human rights, which have successively engaged the attention of the League of Nations and the United Nations. On the other hand, the particular competence of the International Labour Organisation in the field of forced labour has been consistently recognised.

II. The Slavery Convention adopted by the Assembly of the League of Nations in 1926, on the basis of the work of the Temporary Slavery Commission, included an article on forced labour, drawn up in very general terms. It was decided not to lay down detailed rules for the regulation of forced labour in this Convention, because it was considered that this was a matter which the International Labour Office was particularly qualified to deal with. The Governing Body of the I.L.O. had decided, largely as a result of the discussions on slavery then proceeding within the League of Nations, to set up a Committee of Experts on Native Labour, and resolved to consult this Committee in the first instance on the problem of forced labour and indentured labour.

12. The Committee of Experts on Native Labour dealt successively with the problems of forced labour, the regulation of recruiting and employment under long-term contracts. On the basis of its work, the International Labour Conference was able to adopt the Forced Labour Convention (No. 29) in 1930 and a series of related instruments in the following decade. It is to be noted that, while the problems treated in these instruments were approached largely from the point of view of the situation existing in dependent territories, the provisions of the Forced Labour Convention, 1930 (No. 29), were drafted so as to be capable of application to all countries.

13. Following the Second World War, the protection of fundamental human rights, and in particular the abolition of forced labour, again constituted one of the major international preoccupations. In the Declaration of Philadelphia of 1944 the International Labour Conference reaffirmed the principles that labour is not a commodity and that all human beings have the right to pursue their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity. The Charter of the United Nations, of 1945, provided for the promotion by the United Nations of universal respect for, and observance of, human rights and fundamental freedoms for all. The Universal Declaration of Human Rights, of 1948, proclaimed that no one should be held in slavery or servitude and that everyone had the right to free choice of employment. In 1956, under the auspices of the United Nations, a Supplementary Convention on the Abolition of Slavery, dealing (inter alia) with debt bondage and serfdom, was adopted. At present a Draft Covenant on Civil and Political Rights is under discussion in the United Nations.

14. As regards the specific question of forced labour, the Economic and Social Council of the United Nations and the Governing Body of the International Labour Office between 1949 and 1951 discussed the possibility of taking measures and the application of a number of instruments dealing with debt bondage and serfdom, and of taking measures for its elimination. These deliberations resulted in the appointment in 1951 of a joint United Nations-I.L.O. Ad Hoc Committee on Forced Labour, which submitted its report in May 1953.

15. Following discussion of the United Nations-I.L.O. Ad Hoc Committee's report by the Economic and Social Council and by the Governing Body of the I.L.O., the latter decided to place the question of forced labour on the agenda of the International Labour Conference.

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1 For the text of this article, see paragraph 58 below.
2 The report on forced labour presented to the International Labour Conference at its 121st Session (Geneva, 1959) stated that, while the Assembly of the League of Nations had decided to insert in the Slavery Convention a clause condemnatory of forced labour, it had done so "without entering into the details of its regulation, which, as Viscount Chelwood observed in the British House of Lords, were matters which the International Labour Office was much better equipped to consider" (p. 2).
3 For the text of the principal articles of this Convention, see paragraph 47 below.
4 The most important of these instruments are the Recruiting of Indigenous Workers Convention, 1939 (No. 76), the Protection of Employment (Indigenous Workers) Convention, 1939 (No. 64), and the Penal Sanctions (Indigenous Workers) Convention, 1937 (No. 71). Since the Second World War these instruments have been supplemented by the Contracts of Employment (Indigenous Workers) Convention, 1947 (No. 86), and the Abolition of Penal Sanctions (Indigenous Workers) Convention, 1955 (No. 104).
16. With a view to following up the investigations made by the United Nations-I.L.O. Ad Hoc Committee, the Governing Body of the International Labour Office in June 1955 authorised the Director-General to establish an I.L.O. Ad Hoc Committee on Forced Labour to analyse new material received by the International Labour Office, and the paucity of new material. In support of this proposal it was pointed out that the problem of forced labour would demand continued study for some time to come. It was urged that the I.L.O. Committee should be given adequate resources to continue its humanitarian work in this field and, as appropriate, to publish the results. The Committee had also said that the question of forced labour must be kept before the forum of international public opinion as long as any form of it continued to exist. Some speakers thought that the constitutional machinery for the examination of reports on ratified or unratified Conventions would be sufficient to deal with forced labour in future, since a new Convention on the subject had been adopted. Others, however, felt that some years would elapse before the constitutional machinery for the examination of reports on ratified or unratified Conventions would be adequate to deal with the magnitude and extent of forced labour throughout the world, and to submit its conclusions to the Director-General for transmission to the Governing Body and inclusion in its reports to the annual sessions of the Conference.

17. The I.L.O. Ad Hoc Committee on Forced Labour submitted its second report—which, in view of its terms of reference, it regarded as its final report—in April 1957. This report, after submission to the Governing Body in June 1957, was submitted to the 40th Session of the Conference in the same month, to supplement the documents prepared with a view to the adoption of a new instrument for the abolition of forced labour. The Conference at this session adopted the Abolition of Forced Labour Convention. Thus one of the objectives for which that Committee had been set up had been achieved.

II. ESTABLISHMENT AND METHODS OF WORK OF THE COMMITTEE

18. At the 137th Session (October-November 1957) of the Governing Body, when the report of the I.L.O. Ad Hoc Committee on Forced Labour was on the agenda, Mr. Delaney, speaking for the Workers' group, proposed that the Director-General should “be authorised to establish an independent committee on forced labour whose task it would be to analyse material received by the Organisation dealing with the use and extent of forced labour throughout the world, and to submit its conclusions to the Director-General for transmission to the Governing Body and inclusion in its reports to the annual sessions of the Conference”.

19. In support of this proposal it was pointed out that the I.L.O. Committee on Forced Labour had stated that the problem of forced labour would demand continued study for some time to come. It was urged that the I.L.O. should be given adequate resources to continue its humanitarian work in this field and, as appropriate, to publish the results. The Committee had also said that the question of forced labour must be kept before the forum of international public opinion as long as any form of it continued to exist. Some speakers thought that the constitutional machinery for the examination of reports on ratified or unratified Conventions would be sufficient to deal with forced labour in future, since a new Convention on the subject had been adopted. Others, however, felt that some years would elapse before the constitutional machinery would come into effect in the matter of the Abolition of Forced Labour Convention, 1957 (No. 105), and that in the interval some form of continuing supervision was desirable. The Governing Body finally decided, by 35 votes to 3, with 1 abstention, to accept the proposal on the understanding that it would review the matter again in 1960.

20. It was left to the discretion of the Director-General to select the members of the Committee. He informed the Governing Body at its 139th Session (May-June 1958) that, after careful consideration, he had asked the three members of the former committee to serve in that capacity. He also stated that all three members had agreed, and this Committee was accordingly appointed.

21. The Committee met in Geneva from 16 to 24 March 1959. It has followed the same methods of work and adopted the same interpretation of its terms of reference as the previous I.L.O. Committee on Forced Labour, as indicated in the Second Report of that Committee, of April 1957. It will suffice to state here that the Committee held its sittings in private and that its members acted in a purely individual capacity and did not represent any government or organisation. The opinions expressed in this report, therefore, do not and cannot commit their respective countries.

22. The previous I.L.O. Committee had before it allegations of the existence of forced labour in a number of countries and territories, backed to a varying extent by references to legislation, by individual affidavits, by newspaper articles and by other data. The allegations came from governments, from trade union bodies and from non-governmental organisations. After considering all the available material, the Committee reached certain conclusions in respect of the various countries and territories concerned and related these conclusions to those reached by the earlier United Nations-I.L.O. Ad Hoc Committee on the same subject. In addition the Committee reached a number of general conclusions concerning different aspects of forced labour and concerning the action already taken, or which it suggested should be taken in the future, to deal with this evil. In these conclusions the Committee dealt with the following aspects of forced labour: political coercion, for economic purposes and labour discipline. The Committee also found it necessary to refer to certain particularly heinous practices mentioned in certain allegations, such as mass deportations, torture and vicarious responsibility. They reviewed future action on the question of forced labour, particularly in relation to the new Convention which the International Labour Conference was about to adopt and the machinery existing for obtaining information in compliance with the standards laid down in the instrument; particular emphasis was laid on the continuing importance of international public opinion in the elimination of forced labour.

23. The Committee, echoing views already expressed in the Second Report of the previous I.L.O. Committee on Forced Labour, considers it necessary to indicate the difference between its terms of reference (which correspond in all essentials to those of the previous I.L.O. Committee) and the terms of reference of the United Nations-I.L.O. Ad Hoc Committee. The latter Committee was instructed to study the nature and extent of the problem raised by the existence of systems of forced labour “by examining the texts of laws and regulations and their application … and, if the Committee thinks fit, by taking additional evidence into consideration”. The present Committee was required “to analyse material received by the Organisation”.

24. The Governing Body could not be expected to give to this Committee such a general mandate as was given to the United Nations-I.L.O. Committee. It had performed its task by limiting the scope of the Committee’s work and it laid down the restriction that the conclusions should be based on an analysis of the “material received by the Organisation”. The Committee, nevertheless, is expected to survey the situation regarding “the use and extent of forced labour throughout the world”. At the time the decision was made, it was no doubt impossible for the Governing Body to foresee the volume of material relevant to the work of the Committee which would be received. In fact very little information has been received by the International Labour Office, and the Committee’s report must be read in the light of this paucity of new material.

III. MATERIAL BEFORE THE COMMITTEE

25. The Committee had before it legislative texts communicated by governments, legislative texts from other sources, and allegations submitted by groups or individuals.

Information Supplied by Governments

26. Information on changes in legislation concerning forced labour has been supplied by several governments in annual reports on the application of the Forced

1 See the Second Report of the Committee in Minutes of the 133rd Session of the Governing Body, Appendix IV, paragraphs 476-510, pp. 79-81.
Labour Convention, 1930 (No. 29), submitted by them pursuant to article 22 of the Constitution of the I.L.O. (reports on ratified Conventions). Such information has been received in respect of Bulgaria, India, the Belgian Congo, Nigeria and Zanzibar.

27. In the case of Bulgaria, the previous I.L.O. Committee concluded in its Second Report that, while there had been several changes in the relevant legislation since the findings of the United Nations-I.L.O. Ad Hoc Committee, the basic legal structure for forced labour referred to in the Report of the United Nations-I.L.O. Ad Hoc Committee did not appear to have changed. The legislation on which this conclusion was based included section 26 (t) of the Labour Code, which provided that skilled workers or employees in certain specified categories might be compelled to engage in other work in the same or a different undertaking or moved to a different locality, even without their consent. This subsection was repealed by section 11 of an Act of 6 November 1957 amending the Labour Code.

28. In India, following ratification of the Forced Labour Convention, 1930 (No. 29), the Bengal Regulations Nos. XI of 1806 and No. VI of 1825, which provided for compulsory labour by bearers and boatmen in connection with the movement of the troops and travelers were repealed by the Central Repealing and Amending Act, No. 36 of 1957.

29. In the Australian non-metropolitan territory of Papua, Regulation 127 under the Native Regulation Ordinance, 1908-1952, authorised compulsory porterage in connection with the movement of officials of the administration on duty. This provision was repealed on 14 January 1957.

30. In the case of the Belgian Congo, the United Nations-I.L.O. Ad Hoc Committee referred to the existing compulsory cultivation legislation. While that Committee was not aware to what extent compulsory cultivation was still used in the Belgian Congo, it expressed the view that, if the relevant provisions were still applied on a large scale for the growing of export crops of importance for the economy of the territory, they might lead to a system of forced labour for economic purposes. The legislative provisions in question, contained in a decree in Native districts of 5 December 1933 (as amended by a decree of 29 December 1955) are to be replaced by provisions contained in a decree issued on 10 May 1957, which will be fully in force by 30 June 1959. The new decree makes the following changes as compared with the earlier legislation: (a) compulsory cultivation is to be limited to exceptional cases where it is required in the public interest; (b) the Native councils of the districts concerned are to be consulted on the work to be called for; (c) orders imposing compulsory cultivation are to state the reasons for which they are made; (d) as regards compulsory cultivation of an educational character, the provincial governor is to determine its educational character and the period during which it will continue to have educational value; (e) the inhabitants of extra-territorial centres are excluded from the provisions relating to compulsory labour; (f) persons in the service of the State of the Native districts, persons bound by a contract of employment or a contract of apprenticeship, and persons residing in recognised missionary or educational establishments are exempted from compulsory labour during the period of such employment or residence.

31. It appears to the Committee that the above-mentioned decree of 10 May 1957 will effect certain improvements in the system of compulsory cultivation existing in the Belgian Congo and will provide some new safeguards for the individual. However, the Committee expresses no opinion as to the compatibility of the new decree with the provisions of the Forced Labour Convention, 1930 (No. 29), as applicable to the Belgian Congo, because this question will fall to be considered by the Committee of Experts on the Application of Conventions and Recommendations.

32. In the case of Nigeria, the United Nations-I.L.O. Ad Hoc Committee noted that, while provisions relating to compulsory porterage were still in effect, they could only be applied by an order issued by the Governor in Council, and no such order had been issued. The provisions in question (sections 113-116 and 118 of the Labour Code Ordinance, 1945) were repealed by Ordinance No. 3 of 1956.

33. In Zanzibar, the Defence (Land Requisition and Personal Service) Regulations (Government Notice No. 202 of 1943) permitted orders to be issued imposing compulsory service, and these Regulations were withdrawn on 23 May 1957 by General Notice No. 61. The Committee notes that these Regulations represented a wartime measure.

34. The Committee notes that the legislative changes referred to in paragraphs 27 to 33 above all tend in the direction indicated by the Conventions on forced labour.

Information from Other Sources

35. As regards the People's Republic of China, the Committee had before it information on new legislation enacted since the meeting of the previous Committee in 1957. The text is as follows:

**Decision of the State Council Regarding Education through Labour**

(Approved on 1 August 1957, at the 78th Session of the Standing Committee of the People's National Congress.)

In conformity with Article 100 of the Constitution of the People's Republic of China, in order to transform idlers, persons who violate legal provisions and those who do not engage in a regular occupation, though fit to work, into new men; and in order to promote public order and favour socialist construction, the following decisions have been taken with regard to education through labour:

1. Persons falling into the following categories are to be taken in hand and subjected to education through labour:
   (a) persons who, not engaged in a regular occupation, engage in vagrancy or commit larceny or fraud, and who, without incurring criminal liability, violate the rules of public order and do not mend their ways despite repeated efforts to educate them;
   (b) counter-revolutionary elements and anti-socialist reactionary elements who, having committed minor offences, do not incur criminal liability and who, having been expelled from the organisation, group, enterprise, school or other body to which they are responsible, have no means of existence;

1 Translation of text appearing in *Jen Min Jih Pao*, 4 Aug. 1957.

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1 Although some of these changes occurred before the Second Session of the previous I.L.O. Committee on Forced Labour in April 1957, information concerning them was received only subsequently, due to the fact that the annual reports on ratified Conventions refer to a specified reporting period and are received by the I.L.O. only some months after expiration of the corresponding compulsory reporting period. See United Nations and International Labour Office: *Report of the Ad Hoc Committee on Forced Labour* (Supplement No. 13 of the Official Records of the Committee on Forced Labour and Social Welfare, United Nations, 1957, pp. 1-132).


3 The text of this Act, referred to in the Government's report, was published in *Zambia* (the official gazette of Bulgaria), 15 November 1957, No. 173, section 211. See also I.L.O. Legislation Series, 1957—Bui. 2.

4 See Report of the Ad Hoc Committee, paragraph 28 (1), p. 125, and paragraph 29, p. 174. Information concerning this legislation was communicated by the Government to the Ad Hoc Committee in reply to their questionnaire, but was not commented upon by that Committee.

5 See Report of the Ad Hoc Committee, p. 117. Information concerning this legislation was communicated by the Government of Australia to the Ad Hoc Committee in reply to their questionnaire, but was not commented upon by that Committee.


Labour Convention, 1957 (No. 105), even if it uses a slightly different terminology. It clearly makes it possible to use forced labour side by side with voluntary labour, which is undoubtedly also available in large quantity.

39. Fresh information is also available regarding the U.S.S.R. It will be recalled that the Joint United Nations-I.L.O. Ad Hoc Committee on Forced Labour concluded that the legislation in force at the time (1951-52) in the U.S.S.R. constituted the basis for a system of forced labour as a means of political coercion or punishment for holding or expressing political views and for a system of forced labour constituting an important element in the economy of the country. The I.L.O. Committee on Forced Labour, in its report submitted in 1957, noted that there had been a relaxation of certain legal provisions but that there was no indication leading it to believe that there had been any substantial changes in the legal structure outlined in the Report of the Ad Hoc Committee.

40. The principles of criminal legislation in the U.S.S.R. were recently restated. While legislation will be required to secure the application of these principles in the various Republics, the Committee noted that the new legislative requirements require the various Republics to take the necessary steps to adapt their legislation to the new principles.

41. The law proclaiming the principles provides (article 3) that the Supreme Soviet shall establish a list of the laws rendered inoperative by the promulgation of the present law. The following principles would appear to be of special interest:

Article 3: No penalty may be imposed for a criminal offence except by a court of law.

Article 6: Legislation which makes an offence not liable to punishment or which reduces the penalty shall have retroactive effect.

Article 23: The penalty of detention (deprivation of liberty) may be imposed for a period of up to 15 years, the sentence may be served in prison (in the case of dangerous offenders) or in a corrective labour colony.

Article 25: Corrective labour without detention but with a reduction in pay of up to 20 per cent. may be imposed for a maximum of one year. The sentence may be served at the person’s normal place of work or at another place in his area of residence.

Article 27: Fines may not be replaced by detention.

Article 38: In certain circumstances corrective labour sentences may be suspended and the individual concerned placed on probation.

42. The new principles of criminal procedure provide that no person may be arrested except by order of a court of law or of the public prosecutor (article 6) and that no person may be found guilty of a criminal offence or sentenced except by a court of law (article 7). The law for the application of the principles of criminal procedure prescribes that the Supreme Soviet shall draw up a list of the laws rendered inoperative (article 2) and that all the Republics shall adapt their legislation to the principles (article 3).

43. The new principles, in so far as they have a bearing on forced labour, would seem to mark an improvement on the position existing earlier.

**Allegations**

44. The extremely few allegations of the existence of forced labour which have been received by the Organisation are either of a very general character or refer to

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1 Report of the Ad Hoc Committee on Forced Labour, paragraphs 437 and 441.
3 Information taken from Izvestia, an official organ, of 26 Dec. 1958; text translated by the I.L.O.
4 As compared with a maximum of 25 years formerly.
conditions that existed several years ago, or are impossible to verify. As these allegations have no bearing on conditions as they exist today, the Committee, although taking full cognisance of them, does not feel called upon to analyse them in its report. The Committee advisedly does not propose even to set out the allegations, more particularly as they have not been made by governments or by organisations having consultative status, although some of the allegations were submitted in the first instance to the United Nations.

45. It would be optimistic to conclude from the absence of material that forced labour in all the countries has been reduced to a minimum or even to any appreciable degree.

IV. INTERNATIONAL INSTRUMENTS CONCERNING FORCED LABOUR

46. In this chapter the Committee proposes to review the principal provisions contained in the international labour conventions concerning forced labour (including the present state of ratification of these conventions) and also provisions bearing on this subject to be found in conventions already adopted or at present under consideration by other international organisations, both on a world-wide and a regional basis.

A. International Labour Conventions

1. The Forced Labour Convention, 1930 (No. 29).

47. The two major Articles of the Forced Labour Convention, 1930, read as follows:

Article 1

1. Each Member of the International Labour Organisation which ratifies this Convention undertakes to suppress the use of forced or compulsory labour in all its forms within the shortest possible period.

2. With a view to this complete suppression, recourse to forced or compulsory labour may be had, during the transitional period, for public purposes only and as an exceptional measure, subject to the conditions and guarantees hereinafter provided.

3. At the expiration of a period of five years after the coming into force of this Convention, and when the Governing Body of the International Labour Office prepares the report provided for in Article 31 below, the said Governing Body shall consider the possibility of the suppression of forced or compulsory labour in all its forms without a further transitional period and the desirability of placing this question on the agenda of the Conference.

Article 2

1. For the purposes of this Convention, the term "forced or compulsory labour" shall mean all work or service which is exacted from any person as a consequence of a conviction in a court of law, provided that the said person is not hired to or placed at the disposal of private individuals, companies or associations;

2. Nevertheless, for the purposes of this Convention, the term "forced or compulsory labour" shall not include——

(a) any work or service exacted in virtue of compulsory military service laws for work of a purely military character;

(b) any work or service which forms part of the normal civic obligations incumbent upon the members of the community, provided that the members of the community or their direct representatives shall have the right to be consulted in regard to the need for such services.

48. In its report of 1957 the Committee set up in 1955 by the I.L.O. found encouragement in the fact that the Forced Labour Convention, 1930 (No. 29), had received 41 ratifications, eight of these having been registered since 1 June 1956. Since April 1957 the number of ratifications of this Convention which have been registered has increased substantially, from 41 to 55. The 14 countries from which these new ratifications have come are: Albania, Brazil, Czechoslovakia, Ghana 1, Republic of Guinea, 2 Haiti, Iceland, Iran, the Federation of Malaya, 3 Morocco, Pakistan, Poland, Romania, and the Sudan. It may be taken as an indication of the continuing importance attached to this Convention by States Members of the I.L.O. (which had been invited by the Conference in 1956 to study the possibility of ratifying it as soon as possible), that it has received a greater number of ratifications than any other international labour convention. It is also to be noted that, among the 14 States which have ratified the instrument since April 1957, there are several against which allegations of forced labour have been made in the past.


49. The Abolition of Forced Labour Convention, 1957 (No. 105), contains two substantive Articles.

50. Article 1 requires ratifying States to undertake to suppress and not to make use of any form of forced or compulsory labour——(a) as a means of political coercion or education or as a punishment for holding or expressing political views or views ideologically opposed to the established political, social or economic system; (b) as a method of mobilising and using labour for purposes of economic development; (c) as a means of labour discipline; (d) as a punishment for having participated in strikes; (e) as a means of racial, social, national or religious discrimination.

51. Article 2 of the Convention requires ratifying States to take effective measures to secure the immediate and complete abolition of forced or compulsory labour as specified in Article 1.

52. It is an indication of the very general approval with which the Convention was received by the International Labour Conference that it was adopted by 240 votes to 0, with only 1 abstention.

53. The Convention came into force on 17 January 1959. It has been ratified by the following 20 countries: Austria, Cuba, Denmark, Dominican Republic, Ghana, Haiti, Honduras, Ireland, Israel, Jordan, the Federation of Malaya, the Netherlands, Norway, Poland, El Salvador, Sweden, Switzerland, Tunisia, the United Arab Republic and the United States. Declarations of application or acceptance without modification have been made, under article 35 of the Constitution of the I.L.O., by Denmark in respect of two non-metropolitan territories 5, by the Netherlands in respect of three non-metropolitan territories 6, and by the United Kingdom in respect of 31 non-

1 On becoming a Member of the I.L.O. Ghana confirmed its obligations under the Convention, which the United Kingdom had previously declared to be applicable to the Gold Coast without modification.

2 On becoming a Member of the I.L.O. the Republic of Guinea confirmed its obligations under the Convention, which France had previously declared to be applicable to French West Africa without modification.

3 On becoming a Member of the I.L.O. the Federation of Malaya confirmed its obligations under the Convention, which the United Kingdom had previously declared to be applicable to the Federation without modification.

4 Faroe Islands, Greenland.

5 Netherlands Antilles, Netherlands New Guinea, Surinam.
metropolitan territories. The United Kingdom has also made declarations of application with modification in respect of three territories—Basutoland, Bechuanaland and Swaziland—the modification in all three cases being as follows: "Certain limited services which fall within the terms of Article 1 (b) may still be exacted by local tribal authorities."

54. The Committee has been informed that ratification of the Convention has been approved by the legislatures of nine other countries (Brazil, Chile, Federal Republic of Germany, Iceland, Indonesia, Iran, Peru, Philippines and Uruguay).

B. Other International Instruments

55. The Charter of the United Nations records in its preamble the determination of the peoples of the United Nations "to reaffirm faith in fundamental human rights, in the dignity and worth of the human person", and refers in Article 1, paragraph 3, as one of the purposes of the United Nations, to "promoting and encouraging respect for human rights and for fundamental freedoms for all". In this respect, reference should also be made to Articles 55 and 56 of the Charter, reading as follows:

**Article 55**

With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and enculturation of peoples, the United Nations shall promote:

- **universal respect for, and observance of, human rights and fundamental freedoms for all.**

**Article 56**

"All Members pledge themselves to take joint and separate action in co-operation with the Organisation for the achievement of the purposes set out in Article 55."

56. The Universal Declaration of Human Rights, adopted by the General Assembly of the United Nations on 10 December 1948, in its preamble recites that "recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world" and recalls the undertakings assumed by members of the United Nations under the provisions of the Charter. The following articles of the Declaration are directly material to the question of forced labour.

**Article 4**

"No one shall be held in slavery or servitude; slavery and the slave trade shall be prohibited in all their forms."

**Article 23**

"1. Everyone has the right to work, to free choice of employment, to just and favourable conditions of work..."

57. Other articles have an indirect bearing on the same subject—Articles 2, 3, 7, 9, 10, 11 and 19.

58. The Slavery Convention of 1926 contains the following article on forced labour:

**Article 5**

The High Contracting Parties recognise that recourse to compulsory or forced labour may have grave consequences and undertake, each in respect of the territories placed under its sovereignty, jurisdiction, protection, suzerainty or tutelage, to take all necessary measures to prevent compulsory or forced labour from developing into conditions analogous to slavery.

It is agreed that:

1. Subject to the transitional provisions laid down in paragraph 2 below, compulsory or forced labour may be exacted only for public purposes.

2. In territories in which compulsory or forced labour for other than public purposes still survives, the High Contracting Parties shall endeavour progressively and as soon as possible to put an end to the practice. So long as such forced or compulsory labour exists, this labour shall invariably be of an exceptional character, shall always receive adequate remuneration, and shall not involve the removal of the labourers from their usual place of residence.

3. In all cases, the responsibility for any recourse to compulsory or forced labour shall rest with the competent central authorities of the territory concerned.

59. The Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery of 1956 contains the following provisions material to forced labour:

**Preamble**

The States Parties to the present Convention Considering that freedom is the birthright of every human being:

Having regard to the Forced Labour Convention of 1930 and to subsequent action by the International Labour Organisation in regard to forced or compulsory labour:

Have agreed as follows:

**SECTION I**

**INSTITUTIONS AND PRACTICES SIMILAR TO SLAVERY**

**Article 1**

Each of the States Parties to this Convention shall take all practicable and necessary legislative and other measures to bring about progressively and as soon as possible the complete abolition or abandonment of the following institutions and practices, where they still exist and whether or not they are covered by the definition of slavery contained in article 1 of the Slavery Convention signed at Genoa on 25 September 1926:

(a) Debt bondage, that is to say, the status or condition arising from a pledge by a debtor of his personal or of those of a person under his control as security for a debt, if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the length and nature of the services are not respectively limited and defined;

(b) Serfdom, that is to say, the conditions or status of a tenant who is by law, custom or agreement bound to live and labour on land belonging to another person and to render some determinate service to such other person, whether for reward of not, and is not free to change his status;

60. The Draft Covenant on Civil and Political Rights, which is currently being considered by the United Nations, should also be mentioned although it is not yet in force as an international instrument. It deserves mention because, during the 13th Session of the General Assembly of the United Nations in October 1958, the Third Committee discussed the subject of forced labour in connection with article 8 of this Draft, which reads as follows:

1. No one shall be held in slavery; slavery and the slave trade in all their force shall be prohibited.

2. No one shall be held in servitude.

(a) No one shall be required to perform forced or compulsory labour.

(b) The preceding subparagraph shall not be held to preclude, in countries where imprisonment with hard labour may be imposed as a punishment for crime, the performance of hard labour in pursuance of a sentence to such punishment by a competent court.

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1 See the Committee's conclusions on p. 84 below.
For the purpose of this paragraph the term "forced or compulsory labour" shall not include:

(i) any work or service, not referred to in subparagraph (b), normally required of a person who is under detention in consequence of a lawful order of a court;

(ii) any service of a military character and, in countries where conscientious objection is recognised, any national service required by law of conscientious objectors;

(iii) any service exacted in cases of emergency or calamity threatening the life or well-being of the community;

(iv) any work or service which forms part of normal civic obligations.

A proposal was made to delete subparagraph (b) and (c) of paragraph 3 of the above text and replace them by the following paragraphs:

Nothing in this Article may be interpreted as diminishing the obligations resulting from the Conventions of the International Labour Organisation concerning forced labour and its abolition, and of the international Conventions on the Abolition of Slavery, the Slave Trade and Institutions and Practices Similar to Slavery.

The Committee wishes to supplement the preceding account by referring to action taken on a regional basis in the field of human rights and having a bearing on forced labour.

The Organisation of American States in 1948 adopted the Inter-American Charter of Social Guarantees. Article 3 of this Charter reads: "Every worker has the right to engage in his occupation and to devote himself to any work or service which forms part of normal civic obligations.

A Convention for the protection of human rights and fundamental freedoms was adopted by the Members of the Council of Europe in 1952. This Convention, which refers specifically to the Universal Declaration of Human Rights, contains the following Article 4:

Article 4

(1) No one shall be held in slavery or servitude.

(2) No one shall be required to perform forced or compulsory labour.

(3) For the purpose of this Article the term "forced or compulsory labour" shall not include:

(a) any work required to be done in the ordinary course of detention imposed according to the provisions of Article 5 of this Convention or during conditional release from such detention;

(b) any service of a military character or, in case of conscientious objectors in countries where they are recognised, service exacted instead of compulsory military service;

(c) any service exacted in case of an emergency or calamity threatening the life or well-being of the community;

(d) any work or service which forms part of normal civic obligations.

The above-mentioned Convention goes so far as to establish a Court of Human Rights to which a contracting party of the competent body of the Council of Europe may submit any case concerning the interpretation and application of the Convention. It even provides a procedure whereby individuals, non-governmental organisations and groups of individuals can safeguard their rights. The following Article of the Convention deserve particular notice in this connection:

1 For the text, see para. 50 above.
70. The Convention came into force on 17 January 1959, and the Committee understands that the first annual reports under article 22 of the Constitution (reports on ratified Conventions) would normally be requested for the period 1959 to 1960, and would be expected to be before the Conference of experts on the Application of Conventions and Recommendations and the Conference in 1961.

71. States which ratify the Convention are required by the Constitution to take "such action as may be necessary to make effective the provisions of such Convention." Any employers’ or workers’ organisations may make a representation to the Governing Body that the Convention is not being effectively observed in any country in which they or any of their members are working. Any such representation may file a complaint to the same effect. Any such representation would be examined by a committee of three members of the Governing Body, and if a satisfactory statement were not received within a reasonable time from the government in question the Governing Body would publish the representation and the reply. In the case of a complaint, the Governing Body could appoint a Commission of Inquiry to report thereon. All Members of the Organisation, whether directly concerned in the complaint or not, have an obligation under the Constitution to report to the Commission of Inquiry of all the information in their possession which bears on the subject matter of the complaint. The Commission of Inquiry must make a report embodying its findings of fact and its recommendations for meeting the complaint. Articles 23 of the Constitution provides for the possibility of an appeal to the International Court of Justice. If a Member fails to carry out the recommendations of the Commission or the decision of the Court, "the Governing Body may recommend to the Conference such action as it may deem wise and expedient to secure compliance therewith."

72. In addition to this formal procedure for the consideration of representations or complaints, a number of other safeguards are provided for in the Constitution of the Organisation or have been developed in practice with a view to securing observance of Conventions by ratifying States. Governments are requested to reply in their annual reports to a detailed questionnaire adopted by the Governing Body, which not only calls for a precise indication of existing measures to implement the Convention, but also requests information on the practical application of the instrument (such as relevant statistics, inspection reports, legal decisions, etc.) and asks specifically for particulars of any observations which may have been made by employers’ or workers’ organisations as well as the government’s comments on any such observations. Copies of the annual reports must, in accordance with article 23 of the Constitution, be communicated to representative organisations of employers and workers.

73. It deserves to be noted, finally, that after the annual reports on ratified Conventions have been examined by the Committee of Experts on the Application of Conventions and Recommendations, they are considered by the Conference, which sets up a tripartite Committee for this purpose. Representatives of governments are invited to attend the sitting of this Committee and may be questioned not only by representatives of other governments, but also by Employer or Worker members of the Committee.

74. The effectiveness of the existing machinery for the supervision of the application of Conventions was examined by the Committee of Experts on the Application of Conventions and Recommendations in 1954. A sample survey of 588 ratifications indicated that in 84 per cent. of the cases legislative conformity with the Convention existed at the time of ratification or had been achieved as a consequence of observations made by the Committee of Experts. These findings strengthen the present Committee’s expectations that, in the case of ratifying States, the existing machinery for the supervision of the application of Conventions will prove an effective means of securing observance of the provisions of the Abolition of Forced Labour Convention, 1957 (No. 105).

75. In the case of States which have not ratified a Convention, the Governing Body may, under article 19 of the Constitution, at appropriate intervals request reports regarding their law and practice in respect of the matters dealt with in the Convention. While the Convention does not lay down any special procedure to be followed with regard to a Member which fails to furnish such reports, the Committee of Experts on the Application of Conventions and Recommendations and the corresponding tripartite Conference Committee may comment on the failure of States to comply with their constitutional obligations. If, in the case of three members of the Governing Body, the Secretary-General of the United Nations and the Director-General of the I.L.O. think it necessary to refer also to the situation in countries which are not member States of the I.L.O. and which therefore remain outside the reach of the supervisory machinery established by the Constitution of that Organisation concerning the application of international Conventions. As was already mentioned, this machinery enables the Organisation to obtain information from member States even in respect of Conventions which they have not ratified.
81. In the case of countries which are not Members of the I.L.O. but are Members of the United Nations there is a possibility of international action through the various organs set up by the Charter of that body; the General Assembly, the Economic and Social Council, the Trusteeship Council or the Council of Europe (Art. 4), could be discussed with subsidiary organs. Even if the United Nations Organisation does not have any international supervisory machinery comparable to that existing within the framework of the I.L.O. or that established on a regional basis by the Members of the Council of Europe, any allegations which might be made by member States could be discussed with the work subsequently lead to the adoption of resolutions; such a procedure could not fail to have salutary effects. Public opinion could be alerted and brought to bear on the problem through discussion of the material collected by any studies or inquiries to which that might be admitted. In this connection it must not be forgotten that public opinion is, without the slightest doubt, a real force within the framework of the United Nations. Moreover, it is conceivable that measures could be taken in case of persistent serious violations of any of the principles laid down in the Charter.

82. There remains the case of countries which are not Members of the United Nations or which may at any given time be closely associated with the work of that organisation. If forced labour should be alleged to exist on a large and dangerous scale in such countries, the Committee feels that there is still a possibility for the United Nations and its organs to debate such a situation and thus bring the light of public opinion to bear on it.

VI. CO-ORDINATION AND HARMONISATION OF INTERNATIONAL ACTION

83. The Committee feels obliged to draw the attention of all concerned to the fact that there must be constant co-ordination in the efforts to abolish forced labour. Quotations have been given above from various international or regional instruments which refer to forced labour. Several of these attempts to define forced labour, and in most instances the definitions are based on the Forced Labour Convention, 1930 (No. 29), but are frequently more restrictive. For example, three different sets of definitions have been applied by a considerable number of countries. It would equally be unfortunate if, in the drawing up of new international instruments referring to forced labour, account were not taken of the new standards which could be considered permissible and therefore desirable. In this connection it must not be forgotten that public opinion is, without the slightest doubt, a real force within the framework of the United Nations. Moreover, it is conceivable that measures could be taken in case of persistent serious violations of any of the principles laid down in the Charter.

84. The existence of conflicting definitions of forced labour in various international instruments cannot fail to lead to differences of interpretation and application. And when definitions under consideration at the present time fall short of standards set by the International Labour Organisation some 30 years ago, it is obvious that the number of new ratifications of the Forced Labour Convention, 1930 (No. 29), has been applied to a large and dangerous scale in such countries, the Committee feels that there is still a possibility for the United Nations and its organs to debate such a situation and thus bring the light of public opinion to bear on it.

85. It goes without saying that the inclusion of clauses condemning or proscribing forced labour in the Universal Declaration of Human Rights or in other similar instruments of an international or of a regional character is of fundamental importance to human progress. The existence of such instruments, whether of a universal or regional application will always remain an essential basis for further action. Moreover, if, on a regional basis, groups of States go further than the world community in establishing machinery, even of a judicial nature, for the consideration of complaints regarding the use of forced labour, their action can only be welcomed.

86. Nevertheless, the Committee would point out that there is a basic difference between declarations or statements of principle covering the whole, or at least a considerable portion, of the vast field of human rights and international labour Conventions dealing with the subject. Moreover, such declarations are intended to contain general statements of social aims towards which all States can undertake to strive. International labour Conventions, on the other hand, require ratifying States to apply to the letter the detailed provisions contained therein and to submit to a system of supervision whereby their compliance with the Conventions can be checked.

87. The Committee considers that universal Conventions drafted within the political international community should aim at enunciating general principles and that it should be left to the competent specialised agency - whenever such an agency exists-to work out the detailed rules for the application of these principles, taking account of constant developments in the situation. Otherwise, there is the danger that a general statement of principles attempts to go into details, the resulting text, in order to be generally acceptable, may fall short of the standards already established by the organisation which is technically competent—standards which may in the meantime have been developed by a considerable number of countries.

VII. GENERAL CONCLUSIONS

88. In conclusion, the Committee wishes to bring out certain views expressed in the course of this report.

89. Although the amount of material available to the Committee was scanty, most of it indicated some improvement in the situation regarding forced labour in a certain number of countries. There was, however, no evidence that forced labour had anywhere been abolished or even appreciably reduced.

90. The Committee has noted the considerable number of new ratifications of the Forced Labour Convention, 1930 (No. 29), and the record number of ratifications in such a short period of the new Abolition of Forced Labour Convention, 1957 (No. 105). It sees these facts—as also the fact that a larger number of States Members of the I.L.O. has shown itself in favour of the abolition of forced labour than has been the case with any other subject—as evidence of a very widespread desire to ensure that the scourge of forced labour should be stamped out at the earliest possible date. The Committee can only express the hope that the number of ratifications of these Conventions will continue to increase until both instruments are universally applied.

91. The Committee noted that action bearing directly or indirectly on forced labour has been or was being taken by various international or regional bodies. While one must welcome anything that could serve to focus public opinion on the problem and thus bring pressure to bear for the abolition of forced labour practices in the widest possible field, the Committee must express reservations. It noted that certain other instruments which were intended to be general statements of aims or principles nevertheless attempted to define forced labour or the practices which could be considered permissible and therefore not included in the general condemnation of forced labour practice. It found that, as a result of this, different international texts contained a variety of definitions. This, in the view of the Committee, could only lead to difficulties of interpretation and application. Therefore suggested that any declarations of principle which
might be adopted in fields which fall within the purview of some specialised agency should be restricted to very general statements, leaving it to that agency to work out detailed rules for their implementation. This, the Committee felt, was particularly important in the case of forced labour, since this was a matter for the International Labour Organisation, which had a long-established machinery for supervising the application of the standards it set up. The Committee therefore expressed the hope that, in accordance with the spirit of the United Nations Charter, there would in future be the fullest measure of co-ordination in this field.

Paul Ruegger,
Chairman.

Cesar Charlone.

T. P. P. Goonetilleke.
APPENDIX VII

Seventh Item on the Agenda: Report of the Committee of Experts on the Application of Conventions and Recommendations

1. The Committee of Experts on the Application of Conventions and Recommendations held its 29th Session in Geneva from 6 to 18 April 1959. The Committee adopted a report which, in accordance with the usual practice, is being printed as a Conference document and will be submitted to the Governing Body at its present session.

2. The Committee had before it the following matters:
(a) reports from governments under article 22 of the Constitution on the Conventions which they have ratified;
(b) reports from governments under articles 22 and 35 of the Constitution on the application of Conventions in non-metropolitan territories;
(c) information from governments under article 19 of the Constitution on the measures taken by them to bring certain Conventions and Recommendations before the competent authorities for the enactment of legislation or other action;
(d) reports from governments under article 19 of the Constitution on two unratified Conventions and on two Recommendations selected by the Governing Body.

3. It will be noted that paragraphs 10 to 15 of the Committee’s report outline certain proposals for rendering less burdensome the procedure of examination of reports on ratified Conventions (article 22 of the Constitution). These proposals are spelt out in detail in a Special Report which has been circulated to all the members of the Governing Body.1


1 See below, Appendix X, Annex, pp. 92-94.
Eighth Item on the Agenda: Proposals relating to an International Occupational Safety and Health Information Centre to Be Established by the I.L.O. in Co-operation with the International Social Security Association

**Appendix VIII**

**Introduction**

1. At its 141st Session the Governing Body had before it proposals submitted by the Director-General relating to an International Occupational Safety and Health Information Centre to be established by the I.L.O. in co-operation with the I.S.S.A. After a short discussion the Governing Body decided to postpone consideration of this matter to its following session, on the understanding that the Director-General would submit a revised document dealing with the various points raised in the course of the discussion.

2. A separate document setting out the financial and administrative implications of this proposal for the I.L.O. was submitted to the Financial and Administrative Committee of the Governing Body during the 141st Session. The Committee decided to recommend to the Governing Body that, if it decided to establish an International Occupational Safety and Health Information Centre, it should:

(a) authorise the Director-General to establish an I.L.O. extra-budgetary account to be known as the Safety Information Centre account; and

(b) approve the expenditure and income estimates for the proposed Safety Information Centre account for the period 1 July 1959 to 31 December 1959, and, subject to the approval of the 1960 budget, for the period 1 January 1960 to 31 December 1960, as prepared on the basis of the arrangements outlined in the Committee's report and set out in detail in Appendix II thereto.

The Governing Body approved the above recommendations of the Financial and Administrative Committee. The material basis for the smooth running of the Centre has thus been laid, and the Governing Body is invited to take a decision on the principle of establishing such a Centre.

3. In the light of the questions and the comments put forward by certain members of the Governing Body, the Director-General has thought it desirable to amplify the paper he submitted to the Governing Body at its 141st Session, though this amplification does not affect the substance of the proposals.

**Need for the Proposed Centre**

4. Information and documentation are indispensable for all who are engaged in occupational safety and health work. The introduction of new substances and new processes carrying with them risks that are not always sufficiently known, and other advances in technology, raise new problems for which practical solutions must be found. The rapid distribution of technological and other information on a large scale is of great help in the search for such solutions.

5. Although various institutions in several countries are doing valuable work in the field of documentation and information, and although the activities of the I.L.O. itself in this field over a period of nearly 40 years have been by no means negligible, it has not so far been possible to cover systematically the whole field of prevention in all its aspects and in all walks of life. The work of existing institutions is often limited to certain aspects of prevention (technological, medical, etc.), to certain branches of industry (manufacturing, mines, etc.), or even to certain subjects (electricity, dust, physiology, etc.). Owing to the abundance of the subject matter, language difficulties and inadequate liaison between existing centres, there is a good deal of duplication of effort while at the same time there are important gaps in the information produced. At the present time no international institution is equipped to co-ordinate the efforts of the many scattered institutions in various countries and integrate them into a world-wide system which from the standpoints of efficiency and economy would be a vast improvement on the present state of affairs.

**Origin of the Proposals**

6. There have been some attempts in recent years to set up an international safety documentation centre. On several occasions, particularly at occupational safety and health congresses, the I.L.O. has been requested to intensify its activities in the field of safety and health with particular reference to the dissemination of information. At international accident prevention meetings in 1955 and 1958 suggestions were made for the creation of a new occupational safety organisation. These suggestions were not acted upon; the I.L.O. representatives discouraged them and gave an assurance that the Office was seriously considering intensifying its work in this field, especially as regards documentation and information.

7. Following the recent creation of its Permanent Committee for the Prevention of Occupational Risks, the I.S.S.A. has also been considering ways and means of promoting the international exchange of occupational safety and health information. As this appeared to be a field in which the I.S.S.A. could co-operate with the I.L.O., discussions took place between the two bodies with a view to working out arrangements for improving occupational safety and health information facilities. It was agreed that this might best take the form of an international information centre. Such a centre would not be a new organisation, but would be a means of establishing close co-operation between the various existing centres and of pooling their efforts with those of the I.L.O., thus enabling more extensive and systematic collection, screening, distribution and utilisation of information on the various aspects of occupational safety and health.

**Participation of National Centres**

8. It is evident that a scheme of this nature presupposes the full support of the existing accident prevention centres. This support is assured as the result of consultations undertaken by the I.L.O. and the I.S.S.A. with the centres concerned. It should be pointed out that in many I.L.O. member States there are national institutions of various kinds, e.g. research centres, voluntary societies, social security institutions and government agencies, which are already doing what is in many cases important and effective work in the exchange of information. This is also true of the organisations set up by the employers for the prevention of industrial injuries. There is, however, no adequate liaison between the various institutions working in this field and one of the main aims of the proposed Centre is indeed to bring about systematic co-operation with
these institutions so that the results of the work each one does may be available to the others. Basically, the function of the national centres, whether official or private, would consist in supplying the I.L.O. centre regularly with readily usable information, though they would naturally continue their normal work at the national level. These national centres are particularly well placed to acquaint themselves with up-to-the-minute developments in occupational safety and health, through their frequent and regular contacts with scientific and industrial circles. In order to cover the whole of the field in which the Centre will be operating, it may be necessary in certain countries to call upon two or more national centres, each working in its own particular sphere.

9. Some of the national institutions which would cooperate in the day-to-day activities of the proposed Centre are affiliates of the I.S.S.A. and have informed the Director-General that they would defray, for the account of I.S.S.A., part of the expenditure incurred by the Centre. The bodies in question are the French National Safety Institution, the Italian National Industrial Accident Insurance Institute, and the Italian Accident Prevention Institute. If any other organisations offer to make financial contributions to the activities of the Centre, the Governing Body will be informed in the normal way. In addition to this, all the national centres will provide services in kind in the form of documentation, the preparation of abstracts and translations, etc.

The Role of the I.L.O.

10. Exchanging information is essentially a problem of liaison and organisation, and the I.L.O. has an obvious interest in expanding its role of an international clearing house in occupational safety and health matters. It is relevant to recall that the Committee appointed by the Governing Body at its 112th Session in June 1950 ‘to inquire into the present and proposed programme of work of the Office in the sphere of occupational safety and health, with special reference to the desirability of concentrating available time and labour on tasks most likely to prove of practical help to governments, employers and workers . . . and to make recommendations’, emphasised in its report (which was adopted by the Governing Body at its 114th Session in March 1951) that ‘there is need for much greater spread of information and guidance as to practical measures which should be adopted for the protection of workers against hazards to life and limb and against health risks in places of employment, the Director-General proposes to maintain close liaison with the international organisations concerned and to use to the full whatever assistance they may be able to offer.

Main Features of the Project

13. The proposed programme envisages a gradual expansion of the present documentation and information service of the Office to I.L.O. member States in the field of occupational safety and health. At first, the Centre would confine itself mainly to the preparation and distribution of sets of bibliographical references and abstracts. This service would, as far as resources permitted, be supplemented by the provision, upon request, of photostats and microfilms, and later of data sheets, posters, films, etc.

14. It is proposed to organise the Centre on the following lines, which have been agreed upon with the I.S.S.A.:

(a) the title of the Centre would be ‘International Occupational Safety and Health Information Centre (established by the I.L.O. in co-operation with the I.S.S.A.)’;

(b) the Centre would not have a membership. In its operations it would look mainly to the technical contributions provided by the national centres. The results of its work would be made available to all those who take out subscriptions, in accordance with the usual practice of the I.L.O.;

(c) it would be open to all national safety and health organisations in I.L.O. member States to furnish technical contributions to the day-to-day activities of the Centre;

(d) the Centre would be subject to the overriding control of the Director-General;

(e) the Centre would be housed in the I.L.O. headquarters building;

(f) the Centre would be serviced, in the beginning, partly by the existing staff of the Office and partly by staff recruited by the I.L.O. on the strength of funds to be made available to the Centre by I.S.S.A. and national and international organisations participating in the project;

(g) for practical reasons the working languages of the Centre would, to begin with, be English, French and German. Spanish and other languages might subsequently be added to the extent that the interested institutions in the countries concerned were prepared to bear their share of the additional expenditure thus entailed, and to the extent that a minimum number of subscriptions was guaranteed;

(h) the documentation of the Centre would be in the charge of the Office, which would retain original documents, photostats, abstracts, etc.;

(i) the publication of bibliographical material by the Centre would render the publication of such material

1 These two conditions are already fulfilled as regards the first three languages mentioned.
in the I.L.O. quarterly *Occupational Safety and Health* superfluous. It is thus proposed to cease publishing it in this periodical;

(j) the publications of the Centre would be sent out to subscribers only. They would be distributed free of charge only to those organisations which were co-operating with the I.L.O. and the I.S.S.A. in the functioning of the Centre.

**Advantages of This Arrangement**

15. From the standpoint of the I.L.O., the Centre is expected to have a number of advantages which may be summarised as follows:

(a) the Centre is not a new organisation; it represents in fact an expansion of the I.L.O.'s work within the limits of its mandate and under its own control;

(b) the resources of the I.S.S.A. and its affiliated organisations will be added to those of the I.L.O.;

(c) the I.L.O. will be brought into more intimate contact with occupational safety and health organisations all over the world and also with industry;

(d) the occupational safety and health organisations will contribute to the work of the I.L.O. to a greater extent and more directly than hitherto;

(e) the information collected and disseminated by the I.L.O. through the Centre will be more complete than hitherto and hence more useful to the I.L.O. and to the world;

(f) the Centre may be expected to provide ways and means of combining the services rendered by *Occupational Safety and Health* with new, and, one might say, better services for the international dissemination of occupational safety and health information and for the maintenance of contacts with the occupational safety and health world;

(g) these benefits will be secured by the use of existing resources and will not need any additional budgetary credits or extra out-of-pocket expenditure.

16. The Governing Body is invited to authorise the Director-General to establish an International Occupational Safety and Health Information Centre in co-operation with the International Social Security Association, in accordance with the arrangements described above.
APPENDIX IX

Ninth Item on the Agenda: Reports of the Committee on Freedom of Association

The 33rd, 34th and 35th reports of the Committee on Freedom of Association were adopted by the Governing Body at its Fourth Sitting, and the 36th and 37th reports at its Seventh Sitting. The text of these reports is not reproduced here, but will be found in *Official Bulletin* (Geneva, I.L.O.), Vol. XLIII, 1960, No. 3, pp. 147-217.
APPENDIX X

Tenth Item on the Agenda: Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

1. The Committee on Standing Orders and the Application of Conventions and Recommendations met on Tuesday, 26 May 1959, under the chairmanship of Mr. Wallin.

Standing Orders


2. The Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference recommended a number of changes in the arrangements at present governing the examination by the Conference of resolutions relating to matters not included in the agenda of the Conference. These recommendations, which are contained in paragraphs 30-32 of its report, were approved by the Governing Body at its 141st Session, subject to certain understandings.

3. It was agreed that draft amendments to the Standing Orders, designed to give effect to the recommendations, would be considered by the Standing Orders Committee of the Governing Body at its 142nd Session so as to make it possible for concrete proposals to be submitted to the Standing Orders Committee of the Conference at the beginning of its 43rd Session.

4. With the exception of the Government member of the U.S.S.R., who reaffirmed his opposition to the substance of the proposals, the Committee on Standing Orders and the Application of Conventions and Recommendations considers that the following changes in article 17 of the Standing Orders of the Conference would give appropriate effect to the recommendations as approved by the Governing Body:

Deposit and Distribution of Resolutions:

1. (1) No resolution relating to a matter not included in an item on the agenda of the Conference shall be moved at any sitting of the Conference unless a copy of the resolution has been deposited with the Director-General of the International Labour Office at least fifteen days before the opening of the session of the Conference.

(2) Copies of all resolutions shall be available to delegates at the International Labour Office not more than 48 hours after the expiry of the time limit laid down in the preceding subparagraph: Provided that the Director-General may decide to withhold circulation of the text of a particular resolution pending consultation of the Officers of the Governing Body.

(3) When circulation of a particular resolution has been withheld pending consultation of the Officers of the Governing Body, that resolution shall, unless the Officers decide unanimously to the contrary, be available to delegates not later than the date fixed for the opening of the session of the Conference.

Procedure for Considering whether a Resolution is within the Competence of the Organisation or whether Its Adoption is Expedient:

3. All resolutions relating to matters not included in an item on the agenda shall be referred by the Conference for report to a Resolutions Committee.

4. The Resolutions Committee shall consider in respect of each resolution whether it satisfies the conditions of receivability set forth in paragraph 1.

5. (1) If members of the Resolutions Committee having not less than one-quarter of the voting power of the Committee move that the Committee should take the view that a resolution is not within the competence of the Conference, or that its adoption is inexpedient, this preliminary question shall be determined by the Committee after hearing the author, or, where there are several, one of the authors of the resolution, not more than one speaker for and against the motion from each group, and the reply of the author or one of the authors.

(2) A recommendation by the Resolutions Committee that a resolution is not within the competence of the Conference, or that its adoption is inexpedient, shall be accompanied by a report of the discussion in the Committee and shall be put to the vote in the Conference without debate.

6. The Resolutions Committee may, after hearing the author or authors of a resolution, amend it in form or substance in such manner as it may consider desirable.

7. It shall be the special duty of the Resolutions Committee to distinguish, by appropriate drafting, resolutions the adoption of which by the Conference would involve exact legal consequences from resolutions intended for consideration by the Governing Body, governments or any other body, but not creating any legal obligation.

8. The Resolutions Committee shall submit a report to the Conference.

5. The Governing Body may wish to submit the above text to the Conference for adoption.

Application of Conventions and Recommendations

Choice of Conventions and Recommendations on Which Reports under Article 19 of the Constitution Are to Be Requested for 1960 and 1961

6. As in previous years, the Committee was called upon to decide on its proposals to the Governing Body concerning the choice of instruments on which governments should be requested to supply reports under article 19, paragraphs 5(e), 6(d) and 7(b) of the Constitution. Under these provisions member States are required to report "at appropriate intervals as requested by the Governing Body" on the effect given, or to be given, to certain unratified Conventions and to certain Recommendations. In making its decision the Committee followed the general principles laid down by the Governing Body in 1957, i.e. that the reports requested for any given year should be grouped around a certain subject and that the total number of reports should be limited so as not to place an undue burden on the national administrations responsible for drawing up the reports and the committees responsible for examining them.

7. The Committee noted that during the past ten years social security had figured only twice among the questions selected for reporting under article 19. During this period a particularly important Convention dealing...
with this subject, the Social Security (Minimum Standards) Convention, 1952 (No. 102) was adopted by the conference and has received thus far nine ratifications. The Committee also recalled that the Committee of Social Security Experts expressed the view at its recent session that some social security Conventions should be replaced by new instruments which would be more in line with the principles the Committee has periodically recommended for, therefore that there would be some advantage in request-
ing reports under article 19 of the Constitution in respect of the Social Security (Minimum Standards) Convention, 1952 (No. 102), so as to secure the widest possible range of up-to-date information on the position in the various countries.

8. The Committee feels that it would be desirable to provide, in accordance with article 76, paragraph 2 of the Convention, that ratifying States should submit reports similar to those called for under article 19, in respect of those Parts of the Convention which these States did not accept at the time of ratification. Moreover, in view of the special nature of this instrument, which makes use, for instance, of statistical criteria rather than of legal definitions in determining such matters as the number of persons to be protected against various risks, it would appear useful for the Governing Body to act, even in the case of certain other Conventions, a special article 19 report form. A draft of such a form is appended to the present Report.1

9. The Committee recommends that the Governing Body request member States to submit in 1960, in accordance with the appended form, reports on the Social Security (Minimum Standards) Convention, 1952 (No. 102), in virtue of article 19 of the Constitution and Article 76, paragraph 2 of the Convention.

10. At an earlier session of the Governing Body some members of the Committee had suggested that reports under article 19 might be called for in respect of the Convention and Recommendations dealing with forced labour—the Forced Labour Convention, 1930 (No. 29); the Abolition of Forced Labour Convention, 1957 (No. 105); the Forced Labour (Indirect Compulsion) Recommendation, 1930 (No. 35) and the Forced Labour (Regulation) Recommendation, 1930 (No. 36). As Convention No. 105 only entered into force in January 1959, the first reports to be submitted by ratifying States under article 22 of the Constitution would not normally be due before the period 1959-60 and would thus reach the Office by October 1960. In these circumstances, the Committee feels that there would be advantage in requesting article 19 reports on the forced labour instru-
ments in 1961 when the Committee of Experts would already have at its disposal information on the effect given to the relevant Conventions in all the metropolitan and non-metropolitan countries where these standards are in force.

11. The Committee therefore recommends that the Governing Body request member States to submit in 1961 reports under article 19 of the Constitution on the Conven-
tions and Recommendations concerning forced labour mentioned in paragraph 9 above.

Procedure for Examination of Reports on Ratified Conventions (Article 22 of the Constitution)

12. The Committee had before it for consideration the Special Report on the procedure for examination of reports submitted to the Committee of Experts on the Application of Conventions and Recommendations at its 29th Session. The text of the Special Report has already been circulated to all the members of the Governing Body.1

13. In this report the Committee of Experts draws attention to the ever increasing number of reports from governments with which it is called upon to deal each year, the total having risen from 1,300 in 1949 to 4,500 this year. The Committee of Experts considers therefore that some modification in the procedure of examination is urgently needed in order to enable the governments, the Experts, the Conference and the Office to continue to perform their respective functions with a maximum of effectiveness despite the ever mounting workload which this entails year after year.

14. The Committee of Experts proposes certain changes in the examination procedure: reports holding particular interest from the point of view of the supervision of the implementation of ratified Conventions (first reports after the entry into force of a Convention; cases where attention has been drawn to important divergencies by the Committee of Experts or by the Conference) would continue to be considered on an annual basis, whereas routine reports would be considered at two-yearly intervals. The Committee of Experts has drawn up its suggestions and drafted its regular Report (Report III—Part IV) to the Conference in such a way as to enable the implementation of the proposed procedure to be initiated already in respect of the 1958-59 reporting period. Under the timetable governing the despatch of the letters requesting article 22 reports, the new scheme could thus be put into operation as soon as it has received the approval of the Governing Body and the Conference Committee has expressed a favourable opinion on the matters, i.e. in June 1959.

15. The Committee discussed first of all whether it was called upon to express a final opinion on the suggested procedure at its present sitting or whether examination should be postponed until the final stages of the current session of the Governing Body. Some members of the Committee felt that it would be preferable for the Conference Committee on the Application of Conventions and Recommendations to express its views on the Experts' suggestions before a final decision was reached. This would enable the Governing Body to act in the first instance on the suggestion concerning Conference Arrangements for the Consideration of Reports relating to the Application of Conventions and Recommendations contained in paragraph 38 of the report of its Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference. It would also enable the members of the Committee of Experts to express their views on the procedure before a final decision is made. Other members of the Committee strongly supported the suggestion made by the Committee of Experts as being the only available method of coping with the existing workload while at the same time improving the effectiveness of the system of supervision. They also expressed the fear that any delay in approving the proposed procedure would considerably delay its implementation a further year. It was explained to the Committee that this would in fact be the case, as the preparation of the various documents which have to be sent to governments with the request for reports required a considerable amount of advance preparation, and any postponement of this relevant administrative arrangements would ultimately result in delay in the preparation and supply of the reports themselves.

16. In these circumstances the Committee decided not to take any decision on the matter itself but to leave it open for discussion in the Governing Body.

17. Aside from the question of the timing of the implementation of the procedure, the Committee also considered certain questions regarding the substance of the Experts' proposal. One member drew attention to the importance of examining reports on an annual basis, not only in the two cases mentioned by the Com-
mittee of Experts—first reports after the entry into force of a Convention and the cases where attention has been drawn to serious divergencies pointed out by the Committee of Experts or the Conference—but also in certain other cases where the Governing Body Committee on Freedom of Association had itself found in the course of its proceedings that fuller information was needed in order to ascertain the position in a country bound by the Freedom of Association Conventions. It was pointed out in this

1 Not reproduced here.
2 See below, Annex, pp. 94-94.
connection that the exceptions suggested by the Experts had been deliberately limited to the two specific categories mentioned above, but that to consider additional exceptions at a somewhat later stage would present no difficulty, although the procedure had already been brought into operation on an experimental basis. Any approval of the procedure would therefore be subject to the definite understanding that proposals for additional exceptions and modifications in the procedure might be considered by the Governing Body at its autumn 1959 Session. The Experts' suggestion had the advantage of great flexibility and the feature could also be fully maintained during the subsequent implementation of the procedure. It would, for instance, be possible for the Governing Body itself to ask for a report on a ratified Convention whenever important changes had taken place in the legislation of a given country.

18. During the discussion, members of the Committee expressed some doubt as to whether article 22 of the Constitution made it possible for the Governing Body to render less burdensome the member States' obligation to supply an annual report on the Conventions they have ratified. These members emphasised that the wording of article 22 was quite unambiguous and that the Governing Body's powers under this article were purely formal in character. They stressed the fundamental importance of the procedure for the purpose of fostering which enables the Organisation to ascertain annually whether the member States comply with the obligations they have assumed in ratifying Conventions. Other members voiced the opinion that the point at issue was essentially a practical rather than a constitutional one and that the procedure should be considered from the point of view of ensuring that the procedure of examination continues to function with a maximum of effectiveness. The Experts had pointed out that the quality of their work was jeopardised by its ever-increasing quantity and some means had to be found urgently to avoid the risk of serious errors being committed.

19. One member of the Committee expressed the view in this connection that difficulties in coping with the existing workload might be overcome not by any changes in the procedure, which might in fact tend to reduce its effectiveness, but rather by increasing the size of the Committee of Experts and of the Office staff engaged with this work. The member might in his view lead to inadequacies in the work of supervision and the manner in which the Committee of Experts had treated certain cases in its report seemed to indicate that this possibility was not to be excluded altogether.

20. Finally, some members also queried the method followed by the Committee of Experts in dividing the various Conventions into two groups according to whether a report would be called for in 1959 or 1960 (Suggested Scheme of Division attached to the Experts' Special Report). One member put forward the suggestion that, if the new procedure is adopted, the Conventions concerning Hours of Work should be transferred to the first group of Conventions on which reports are to be supplied for the period 1958-59, so that they would come before the Conference at its 1960 Session when one item of the agenda deals with hours of work. It was pointed out that the suggested scheme of division takes account of the number of reports due on each Convention and attempts to equalise to the best possible extent the amount of work which is to be carried out by the members of the Committee of Experts and by the Office staff in preparing each of the relevant sessions of the Committee of Experts. Any changes in the suggested scheme might endanger the balance between the respective years which the Experts had attempted to achieve.

21. It was agreed, in conclusion, that if the procedure suggested by the Committee of Experts is adopted by the Governing Body, it would be understood that—

(a) the procedure would only be brought into operation if the Conference Committee on the Application of

Conventions and Recommendations expressed itself in favour of it;

(b) the modifications proposed by the Experts would be adopted on an experimental basis and the whole matter could therefore be reviewed in the light of experience;

(c) the Governing Body would have an opportunity at its autumn 1959 Session, to consider whether any additional exceptions to the two-yearly examination should be provided for at this stage.

22. The Governing Body is invited to decide whether it wishes to reach a conclusion at its present session and, if so, whether it approves the adoption, on an experimental basis and subject to the conditions specified in paragraph 20 above, of the procedure for the examination of article 22 reports, suggested by the Committee of Experts on the Application of Conventions and Recommendations.

Influence of Article 35 of the Constitution of the I.L.O. on the Application of Conventions in Non-Metropolitan Territories

23. The Committee had before it at the 141st Session of the Governing Body the Report on the Influence of Article 35 of the Constitution prepared by the Office in pursuance of a resolution adopted by the International Labour Conference at its 40th Session (June 1957). In accordance with a decision taken by the Governing Body at the above session this Report has been brought up to date by means of reports submitted to the 43rd Session of the Conference (June 1959). The Committee took note of this document at its present sitting.

M. WALLIN,
Chairman.

ANNEX

Special Report of the Committee of Experts on the Application of Conventions And Recommendations

1. The Committee of Experts on the Application of Conventions and Recommendations held its 20th Session in Geneva from 6 to 18 April 1959. The Committee adopted a report which, in accordance with the usual practice, is being printed as a Conference document

2. In addition to the above-mentioned regular report, the Committee also adopted at its 20th Session a Special Report on the procedure of examination of the reports on ratified Conventions supplied by governments under article 22 of the Constitution. The text of this Special Report is appended to the present paper.

3. It will be noted that the Committee proposes certain modifications in the examination procedure while fully maintaining the principle laid down in the above article: reports holding particular interest from the point of view of the supervision of the implementation of ratified Conventions (first reports after ratification; cases where attention has been drawn to important divergencies by the Committee of Experts or by the Conference) would continue to be examined annually, whereas routine reports would be considered at two-yearly intervals. In its Special Report the Committee explains the reasons which have led it to make these proposals and indicates the measures suggested with a view to their implementation.

1 See Minutes of the 141st Session of the Governing Body, Third Sitting, p. 25, and Appendix X, p. 86.

4. As pointed out by the Experts, some modification in the procedure of examination is urgently needed in order to enable the Government Committee of Experts, the Conference and the Office to continue to perform their respective functions with a maximum of effectiveness despite the ever-increasing amount of work this entails year after year. The Committee of Experts has, therefore, already drafted its recommendation in such a way as to enable the implementation of the proposed procedure to be initiated already for the 1958-59 reporting period. Under the timetable which governs the supply of article 22 reports by governments, implementation of the procedure for the above period depends, however, on a decision being taken by the Governing Body at its present session. The new scheme could then be put into operation as soon as it has been brought to the notice of the 43rd Session of the International Labour Conference, i.e. in June 1959.

5. In his letter requesting reports for 1958-59 the Director-General would inform governments that the Committee of Experts is to concentrate attention at its next session on a given group of Conventions as well as on all the cases of special importance selected for immediate examination. The introduction of the new scheme in respect of the 1958-59 reporting period would thus reduce substantially the number of article 22 reports which governments would be called upon to supply in October 1959. The new scheme safeguards an inspection of the other kind to the extent that it enables the Governing Body to decide whether the examination of reports supplied under article 19, on behalf of the Committee, to the governments concerned in the form of direct requests, while this latter procedure has reduced somewhat the work of the Committee in the performance of its main task, the task of the Committee of Experts, it has not substantially affected the volume of work with which the Committee of Experts has to deal.

6. In view of the importance of introducing the proposed simplified procedure with retroactive effect in respect of the 1958-59 reporting period, the matter is being brought to the immediate attention of the Governing Body Committee on Standing Orders and the Application of Conventions and Recommendations so as to give the Committee of Experts adequate time to prepare its recommendation on the subject which can be considered by the Governing Body at its present session.

Appendix

Text of the Special Report of the Committee of Experts on the Application of Conventions and Recommendations for Submissions to the Governing Body of the International Labour Office

1. The Committee has, in several of its recent annual reports, drawn attention to the problems arising from the ever-increasing number of reports from governments with which it is each year called upon to deal. The rate of increase in the early years of the Committee's work was gradual, and gave rise to no special problems. In the last ten years, however, the rate of increase has assumed altogether different proportions and shows no signs of slackening. Indeed, if, as there is reason to believe, recent trends continue, the pace will in fact accelerate.

2. This situation arises partly from the increasing extent to which governments are recognising their obligations to supply reports. It arises mainly, however, from the admission of further States to membership of the Organisation, the continued adoption of Conventions and the increasing rate at which Conventions, both old and new, are being ratified and declarations affecting non-metropolitan territories are being communicated. The reports concern such ratifications and declarations with which the Committee is called upon to deal have increased in number more than threefold since 1949, i.e. from 1,300 to 4,500, showing an average annual rate of increase of about 300 reports. If, as the Governing Body directed the Committee's work was to be geared, the volume of work arising in this connection will also continue to grow. As the Governing Body will note from the Committee's general report, the total number of reports, etc., from governments which the Committee was called upon this year to deal with, exceeded the figure of 4,800.

3. As the Governing Body is aware, the Committee has in the past adopted both measures to lighten the work, and measures to lighten the work, of concentrating its efforts on the most important aspects of its work and of reducing the size of its annual report. It has, for example, for a number of years now given particular attention to the examination of reports supplied under article 19 of the Constitution on unratified Conventions and on Recommendations. The object of this procedure was to enable the Committee, once it was satisfied of complete conformity, to deal somewhat more summarily with subsequent annual reports but, as has previously been reported to the Committee, the number of reports in respect of which the Governing Body before the Committee has greatly increased in recent years. This year the number of such reports, if account is taken of those adhesions, met with ratifications has increased in number more than threefold since 1949, i.e. from 300. This in itself has meant that an increasing strain on the part of the Governing Body at its present session. It is often several years after receipt of a first report before, as a result of observations submitted by the Committee, it is able to satisfy itself of complete conformity.

4. The Committee, as the Governing Body will be aware, has also since last year proposed a new scheme by which certain of the points arising out of its examination of reports and which concerned requests for additional information or discrepancies of less fundamental importance, were not included in its printed report. They were, instead, dealt with by the Committee, on behalf of the Governing Body, by means of written communications directly to the governments concerned. The Committee feels that this procedure has been of much benefit to the Governing Body. It has simplified the work of the latter, and has also, in the Committee's view, reduced somewhat the number of requests for additional information and discrepancies not of great importance, which were not included in the printed report.

5. The Committee's first concern arises from the fact that the ever-increasing volume of reports on the Committee's work. The Committee is convinced that there is grave danger that the thoroughness of its work will be seriously prejudiced if the present situation continues. The mere volume of material coming before the Committee threatens to prevent it from giving the serious attention which it feels necessary to the most important of the matters with which it has to deal. Although, as stated above, the main concern of the Committee must be with its own work and procedure, it feels it to be its duty to draw the attention of the Governing Body to certain further aspects arising out of the present situation. The supply of annual reports places every year a greater burden upon governments. The assimilation of the information which these reports contain places an ever-increasing burden on the staff of the I.L.O. The Committee understands from recent reports of the Conference Committee that there are several other bodies with which the Committee of Experts has dealt, the annual report would not cover all ratified Conventions, as at present. Instead, subject to two exceptions referred to in the next paragraph, would be called upon to supply reports on any given Convention at two-yearly intervals instead
of every year as at present, the Conventions being divided into
two groups for this purpose.

8. In the second place, any solution of the problem must be
such as will not impair the effectiveness of the present system of
supervision. The Committee therefore suggests that the two
exceptions to the principle proposed in paragraph 7 should be:
(a) when a report is due for the first time after the entry into
force of a Convention for a given country; and
(b) when the Committee of Experts in its observations or the
Conference Committee in its report has taken note of impor­tantly
divergencies between the national law or practice in
any country and the terms of the Convention in question and
has specifically asked that the government concerned should
submit a report in the following year, even though it would
not be due in accordance with the two-yearly rota suggested.

9. While recognising that action to put these proposals into
force lies entirely within the competence of the Governing Body,
the Committee expresses the hope that the Governing Body
may see its way to approve the proposals and to give effect to
them in time for them to apply to the reports due to come before
the Committee at its next session.

10. To make this possible, the Committee has indicated in
Part II of its Report (Observations concerning Particular
Countries)¹, by means of a footnote, the cases of important
divergencies where, in accordance with paragraph 8 (b) above,
a report should be supplied for 1958-59 even if it would not be
due under the suggested two-yearly rota. The Committee also
places before the Governing Body a suggested scheme of division
of the various Conventions into two groups, on one of which
reports would be called for the period 1958-59 and on the other
for the period 1959-60.

P. TSCHOFFEN.
Chairman.
H. S. KIRKALDY,
Reporter.

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¹ Report of the Committee of Experts on the Application of Conventions
and Recommendations (Article 19, 22 and 35 of the Constitution), op. cit.,
p. 15-95.

SUGGESTED SCHEME OF DIVISION

First Year

Conventions

No. 29 (105) (Forced Labour)
No. 65 (104) (Penal Sanctions)
Conventions Nos. 16, 22, 23, 52, 53, 59, 73, 74, 92 (Maritime Conven­tions)
Nos. 32, 94, 95 (Holidays with Pay, Labour Clauses, Protection of Wages)
Conventions Nos. 12, 17, 19, 24, 25, 44, 48, 55, 56 (Social Security)
Conventions Nos. 13, 18, 42 (Occupational Diseases)
Conventions Nos. 10, 101 (Minimum Age and Holidays with Pay in Agriculture)
Conventions Nos. 81, 85 (Labour Inspection)
Conventions Nos. 4, 6, 41, 45, 77, 78, 79, 89, 90 (Children and Young Persons, Night Work, Underground Work—Women)
Conventions Nos. 2, 34, 88, 96 (Employment Agencies)
Convention No. 83 (Statistics of Wages and Hours of Work)
Convention No. 82 (Social Policy in Non-Metropolitan Terri­tories)

Second Year

Conventions Nos. 84, 87, 98 (Freedom of Association and the Right to Organise)
Conventions Nos. 7, 8, 9, 15, 58, 68 (Maritime Conventions)
Nos. 1, 14, 20, 43, 47, 49, 67 (Hours of Work, Weekly Rest)
Conventions Nos. 35, 36, 37, 38, 39, 40, 102 (Social Security)
Conventions Nos. 27, 28, 32, 62 (Industrial Safety)
Conventions Nos. 11, 99, 107 (Right of Association and Minimum Wages in Agriculture, Indigenous and Tribal Populations)
Conventions Nos. 30, 106 (Hours of Work, Weekly Rest)
Conventions Nos. 3, 5, 33, 59, 60, 100, 103 (Minimum Age, Equal Remuneration, Maternity Protection)
Conventions Nos. 21, 50, 64, 86, 97 (Migration, Indigenous Peoples)
Convention No. 26 (Minimum Wages)
APPENDIX XI

Eleventh Item on the Agenda: Report of the Financial and Administrative Committee

This report, being of a confidential nature, is printed separately in accordance with the usual procedure.

APPENDIX XII

Twelfth Item on the Agenda: Reports of the Allocations Committee

First Report
This report, being of a confidential nature, is printed separately in accordance with the usual procedure.

Second Report
This report, which under the authorisation granted to the Committee by the Governing Body was submitted directly to the Finance Committee of Government Representatives of the Conference, is not printed here. The text will be found in I.L.O.: Record of Proceedings, International Labour Conference, 43rd Session, Geneva 1959, (Geneva, 1960), Appendix V, pp. 656-657.
APPENDIX XIII

Thirteenth Item on the Agenda: Report of the International Organisations Committee

1. The International Organisations Committee met on Wednesday, 27 May 1959, in connection with the 142nd Session of the Governing Body. Sir Guildhaume Myrddin-Evans was in the chair.

Proposed Agreement with the Commission for Technical Co-operation in AfricaSouth of the Sahara

2. The Committee examined the proposed agreement between the International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara (C.C.T.A.) which the Director-General of the I.L.O. and the Secretary-General of the C.C.T.A. had agreed to submit for approval to the Governing Body of the International Labour Office and to the Member Governments of the C.C.T.A. respectively. The Committee noted that the draft followed closely the terms of similar agreements with other intergovernmental organisations. The Committee approved some drafting changes proposed in the meantime by the Member Governments of the C.C.T.A. and by one of its own members. The Committee decided to recommend that the Governing Body approve the proposed agreement as amended and reproduced in an annex to the present report, and, if it was regarded, in that form, as equally satisfactory to the C.C.T.A., authorise the Director-General to sign it together with the authorised representative of the C.C.T.A.; it further recommended that, if the C.C.T.A. requested any further amendment, the Governing Body should be willing to consider such suggestions.

Danger Symbol for Corrosive Substances: Results of Consultations with the United Nations

3. The Committee had before it a report on the consultations which had taken place between the Director-General and the United Nations which had resulted in the adoption by the United Nations Committee of Experts for Further Work on the Transport of Dangerous Goods of a compromise symbol for corrosive substances which the Committee of Experts hoped would be approved both by the Governing Body of the I.L.O. and by the Economic and Social Council of the United Nations. This symbol was designed to meet the requirements of all the organisations concerned in that it showed the danger of corrosive substances both to materials and to human beings.

4. The suggestion was made that any decision on the compromise symbol should be postponed in order to allow time for consultation of the industries which would have to use it, and in the hope that a less complex and more striking one could be devised. It was pointed out, however, that the present compromise had been achieved only after long and extremely difficult negotiations, that the complexity of the symbol resulted from the need for it to depict the damage which could be caused by corrosive substances both to materials and to human beings, that failure to reach agreement on a compromise symbol would involve the risk of two different symbols being used, and that there was little hope that further negotiations would achieve a more satisfactory result within a reasonable period of time. Nevertheless, in order to allow the members of the Committee time for consultations, it was decided to postpone a decision on this question until the resumed session of the Governing Body at the end of the forthcoming session of the International Labour Conference.

Transfer of Responsibility for Migration Statistics to the United Nations

5. The Committee noted the exchange of letters by which the Director-General of the I.L.O. and the Secretary-General of the United Nations had agreed, in accordance with article XII of the Agreement between the United Nations and the International Labour Organisation, to the transfer to the Secretariat of the United Nations of the responsibility for migration statistics assumed up to the present by the International Labour Office, in order to permit the most efficient use of the technical personnel of both organisations in the field of statistics. The Committee decided to recommend that the Governing Body approve the action taken by the Director-General with a view to this transfer of responsibility.

Activities of United Nations Bodies and Other Organisations

6. The Committee took note of a document which contained information on:
(a) the First Session of the Economic Commission for Africa;
(b) the 27th Session of the Economic and Social Council;
(c) the 28th Session of the Administrative Committee on Co-ordination;
(d) the terms of reference of the regional economic commissions of the United Nations;
(e) the situation in Hungary;
(f) the social aspects of the co-ordination of transport; and
(g) the revision of the Agreement concerning the Social Security of Rhine Boatmen.

7. The hope was expressed, in connection with the possible amendment of the terms of reference of the Economic Commission for Europe so as to include in them the social aspects of economic development, that such an amendment, if adopted, would not lead to duplication of the work of the I.L.O.

8. The Committee noted that the Director-General intended to examine with the Executive Secretary of the Economic Commission for Europe the implications of the resolution recently adopted by the Commission calling for the convocation of a meeting of experts on labour productivity. It was pointed out that it would be desirable for the Director-General to ensure that any activities in the labour productivity field coming within the competence of the I.L.O. were carried out either by the I.L.O. itself or under its control. The Committee noted with satisfaction that the Director-General would submit to it, if necessary, a more detailed report after he had consulted with the Executive Secretary of the Economic Commission for Europe.

United Nations Special Fund

9. The Committee took note of the progress achieved in the operation of the United Nations Special Fund and of the fact that the basic agreements relating to the execution of projects approved by it, which were at present...
before its Governing Council, would be submitted to the Governing Body by the Director-General as soon as they were communicated to him, together with a list of the projects approved by the Fund and all the necessary information on those of them for which the Fund proposed to call on the services of the I.L.O.

Social Aspects of the Compulsory Prohibition of Driving of Heavy Vehicles during the Night and on Sundays

10. The Committee noted the results of the consultations undertaken by the Director-General in connection with a proposal to prohibit the movement of heavy vehicles during the night and on Sundays, referred by the Economic Commission for Europe to the I.L.O. for advice, and the Director-General's intention of bringing these results to the attention of the Executive Secretary of the Commission.

Annex

Text of the Proposed Agreement between the International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara

Preamble

Whereas the International Labour Organisation, as a universal organisation, attaches the greatest importance to the maintenance and advancement in the social and labour fields of world standards based on the principles set forth in the Constitution of the International Labour Organisation and the Declaration of Philadelphia, and, while co-operating with the United Nations in the maintenance of international peace and security, remains outside political controversy between nations or groups of nations, and is at the disposal of all its member nations to co-operate with them either severally or through regional organisations of which they are members in implementing, in the light of the world standards evolved through the International Labour Organisation, the objectives for which the International Labour Organisation itself exists, and to this end has established an African Advisory Committee and an African Field Office for the purpose of assisting it to fulfil its responsibilities towards the members of the Organisation having territories in Africa, and

Whereas the Commission for Technical Co-operation in Africa South of the Sahara is likewise a non-political body which has been established by an international agreement concluded between its Member Governments for the purpose of encouraging and strengthening technical co-operation in all fields affecting the well-being of the peoples of the territories of its Members in Africa South of the Sahara and has under its aegis the Inter-African Labour Institute and the Inter-African Labour Conference,

Desirous of contributing within the general framework of the Charter of the United Nations to the effective accomplishment in Africa of the objectives they have in common;
The International Labour Organisation, on the one hand, and the Commission for Technical Co-operation in Africa South of the Sahara, on the other hand,
Have agreed upon the following:

Article I
Mutual Consultation

1. The International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara will consult regularly on matters of common interest for the purpose of furthering the effective accomplishment in Africa of the objectives they have in common.

2. The International Labour Organisation will inform the Commission for Technical Co-operation in Africa South of the Sahara of any plans for the development of its activities of special interest to the Member Governments of the Commission for Technical Co-operation in Africa South of the Sahara and will consider any observations concerning such plans which may be communicated to it by the Commission with a view to accomplishing effective co-ordination between the two organisations.

3. The Commission for Technical Co-operation in Africa South of the Sahara will inform the International Labour Organisation of any plans for the development of its activities in regard to subjects of interest to the International Labour Organisation and will consider any observations concerning such plans which may be communicated to it by the International Labour Organisation with a view to accomplishing effective co-ordination between the two organisations.

4. When circumstances so require, consultations will be arranged between representatives of the two organisations upon the initiative of either to agree upon the most effective manner in which to organise particular activities and to secure the fullest utilisation of the resources of the two organisations.

Article II
Statistical and Legislative Information

The International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara will seek the greatest possible co-operation to eliminate all unnecessary duplication of work; they will combine their efforts to obtain the best use of statistical and legislative information and to ensure the most effective utilisation of their resources in the assembling, analysis, publication and diffusion of such information with a view to reducing the burdens on the governments and other organisations from which such information is collected.

Article III
Exchange of Information and Documents

1. The fullest and promptest exchange of information and documents concerning matters of common interest will be made between the International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara.

2. The Commission for Technical Co-operation in Africa South of the Sahara will be kept informed by the International Labour Organisation of developments in the work of the International Labour Organisation which are of interest to the Commission.

3. The International Labour Organisation will be kept informed by the Commission for Technical Co-operation in Africa South of the Sahara of developments in the work of the Commission which are of interest to the International Labour Organisation.

Article IV
Regional Meetings

1. The Commission for Technical Co-operation in Africa South of the Sahara will rely upon the International Labour Organisation for the convocation of any regional meetings of a tripartite character which may be desirable; if it considers such a meeting necessary it shall propose to the Governing Body of the International Labour Office that the latter convene such a meeting.

2. The Commission for Technical Co-operation in Africa South of the Sahara will continue to convene Inter-African Labour Conferences for consultation among government representatives, accompanied, as the case may be, by technical or other advisers.
3. The International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara will consult together to ensure the greatest possible degree of co-ordination in regard to meetings of technical experts concerning questions in which both organisations have an interest.

4. The International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara may, in appropriate cases, agree to sponsor, on terms to be arranged in each particular case, joint meetings of technical experts, seminars or training courses concerning questions in which both organisations have an interest. The manner in which action proposed by such joint meetings, seminars or training courses, is undertaken shall be agreed between the two organisations.

**ARTICLE V**

**Reciprocal Representation**

For the purpose of furthering the effective accomplishment in Africa of the objectives which the two organisations have in common, the International Labour Organisation will invite the Commission for Technical Co-operation in Africa South of the Sahara to be represented at meetings of the International Labour Conference and at any other technical or scientific meetings convened under its aegis at which the African region, convened under its aegis, and similarly, the Commission for Technical Co-operation in Africa South of the Sahara will invite the International Labour Organisation to be represented at the Inter-African Labour Conference and at any other technical or scientific meetings convened under its aegis at which the subjects for discussion include matters of particular interest for the International Labour Organisation.

**ARTICLE VI**

**Administrative Arrangements**

1. The Director-General of the International Labour Office and the Secretary-General of the Commission for Technical Co-operation in Africa South of the Sahara will make appropriate administrative arrangements to ensure effective collaboration and liaison between the staffs of the two organisations.

2. These arrangements will include provision to ensure effective collaboration and liaison between the Director of the I.L.O. Field Office in Africa and the Director of the Inter-African Labour Institute and between the technical assistance operations of the International Labour Organisation and the operations of the Foundation for Mutual Assistance in Africa South of the Sahara.

**ARTICLE VII**

**Entry into Force**

1. The present Agreement will enter into force from the date at which it is signed by the authorised representatives of the International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara.

2. The Agreement may be modified with the consent of the two parties.

3. Either of the parties may denounce the Agreement by giving six months' notice to the other party.

Supplementary note submitted to the governing body at its seventh sitting

**Amendment to the Proposed Agreement between the International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara**

1. It will be recalled that at an earlier sitting of the 142nd Session of the Governing Body a proposed Agreement between the International Labour Organisation and the Commission for Technical Co-operation in Africa South of the Sahara (C.C.T.A.) was submitted for approval and that the Governing Body decided to approve the proposed Agreement and, if it was regarded as equally satisfactory to the Member Governments of the C.C.T.A., to authorise the Director-General to sign it together with the authorised representative of the C.C.T.A.

2. The Secretary-General of the C.C.T.A., by letter dated 18 June 1959, has informed the Director-General that the proposed Agreement in the form submitted to the Governing Body is acceptable to the Commission subject to amendment on one point. This point is as follows, namely that the C.C.T.A. would wish to see the Preamble brought more closely into line with the wording of agreements which it understands have been concluded between the I.L.O. and other regional organisations outside the United Nations framework. For this purpose, it is suggested that the following words might be inserted in the third paragraph of the Preamble, after the words "United Nations": the Constitution of the International Labour Organisation and the Agreement for the Establishment of the Commission for Technical Co-operation in Africa South of the Sahara.

The third paragraph of the Preamble, which now reads:

Desirous of contributing within the general framework of the Charter of the United Nations to the effective accomplishment in Africa of the objectives they have in common;

would then read as follows:

Desirous of contributing within the general framework of the Charter of the United Nations, the Constitution of the International Labour Organisation and the Agreement for the Establishment of the Commission for Technical Co-operation in Africa South of the Sahara to the effective accomplishment in Africa of the objectives they have in common;

3. The Governing Body is invited to approve the proposed amendment.
Fourteenth Item on the Agenda: Reports of the Committee on Industrial Committees

**First Report**

1. The Committee on Industrial Committees met in Geneva on 27 May 1959 under the chairmanship of Mr. Geller.

**I. Meeting to Prepare a Model Individual Control Book for Drivers and Assistants in Road Transport**

2. The Meeting to Prepare a Model Individual Control Book for Drivers and Assistants in Road Transport, convened following a decision of the Governing Body at its 140th Session (November 1958), met in Geneva from 20 to 24 April 1959.

3. The Committee on Industrial Committees had before it the report of this Meeting to which was appended a model individual control book. As this document had only reached members of the Committee on Industrial Committees on the eve or the very morning of the Meeting, the Employer members proposed that consideration of the document be postponed to the next session to enable them to consult their colleagues of the industry concerned. The Worker members of the Committee felt that the Employers' group proposed that consideration of the document be postponed to the next session to enable them to consult their colleagues of the industry concerned. The Worker members of the Committee felt that the problem posed by the document to the Committee on Industrial Committees and the Governing Body was a relatively simple one as it involved giving effect to the unanimous wish expressed by the Inland Transport Committee in 1957 and that the Meeting in question had unanimously approved the model control book. However, the Workers' group was agreeable to considerate of the item being postponed provided such consideration took place before the end of the present session.

4. In conclusion, the Committee on Industrial Committees decided to postpone consideration of the item to a subsequent sitting to be held during the 43rd Session of the International Labour Conference so as to submit its recommendations to the Governing Body before the end of its present session.

**II. Seventh Session of the Coal Mines Committee**

5. The Committee on Industrial Committees took note of a Note on the Proceedings of the Seventh Session of the Coal Mines Committee (Geneva, April-May 1959).

6. In the course of the general discussion on the proceedings of the session, Mr. Fennema, who represented the Employers' group of the Governing Body at the session, declared that the sessions of the International Labour Conference so as to submit its recommendations to the Governing Body before the end of its present session. There had been the fullest exchange of views and the discussions had resulted in substantial, useful and unanimous conclusions.

7. Mr. Richter, representative of the Workers' group of the Governing Body at the session, also stressed the good atmosphere which characterised the meeting, enabling the delegates to do an excellent job of work. Replying to the remarks of Mr. Fennema concerning the vote on the seating of the Polish Employer delegates as deputy members in the subcommittees, he pointed out that the Workers' delegates were free to take individual decisions; and if some of them had voted in favour of the seating of the Polish Employer delegates as deputy members they had done so following the dictates of their conscience and without wishing to offend the Employers' group.

8. The United States Government member declared that the Seventh Session of the Coal Mines Committee had been one of the best sessions of an Industrial Committee held so far. There had been the fullest exchange of views and the discussions had resulted in substantial, useful and unanimous conclusions.

**APPENDIX XIV**

9. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to communicate the reports, conclusions, statement, suggestions, resolutions and proposals adopted by the Coal Mines Committee at its Seventh Session to governments, informing the governments that the Governing Body had not yet expressed any view on the content thereof, and inviting them to transmit these documents to the employers' and workers' organisations concerned.

10. The Worker members stressed the urgency which they attached to the resolution (No. 53) concerning the convening of a tripartite technical meeting to study the social consequences arising from the present situation in the coal-mining industry. They believed that, in view of the grave difficulties in the coal industry in certain countries, it was indispensable that the proposed meeting be convened without delay. They considered that the Governing Body should take a decision now, recognising the need for convening such a meeting and asking the Director-General to submit detailed proposals to the Governing Body, including the financial implications of holding the meeting.

11. At the request of the Worker members, the representative of the Director-General explained that the Office had already given attention to some of the problems posed by the proposal. There was first of all the financial problem. Presuming that seven to ten countries were invited to participate, the meeting would cost between $10,000 and $15,000. Now, there was no such provision in the I.L.O. budget for 1959. Secondly, there was the problem of time. It was obvious that the Office would have to prepare appropriate

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III. Composition of the "Ad Hoc" Civil Aviation Meeting

18. The Committee had before it a document concerning the composition of the Ad Hoc Civil Aviation Meeting which is to be held in 1960.

19. The Committee on Industrial Committees recommends that the Governing Body decide that the membership of the Ad Hoc Civil Aviation Meeting should be on the basis of two Government delegates, two Employer delegates and two Workers' delegates from each participating country, the I.L.O. paying the expenses of the Employers' and Workers' delegates only.

20. The Committee on Industrial Committees recommends to the Governing Body that 16 member States be invited to be represented in the Ad Hoc Civil Aviation Meeting.

21. The Worker members proposed that the first 16 States, appearing in the list in the Appendix to the document in which States were listed in the order of the passenger-kilometres flown per month by airlines registered in their territory, should be invited to participate in the Ad Hoc Civil Aviation Meeting. The Employer members supported this proposal.

22. A Worker member pointed out that Sweden was included in the list as the country of the headquarters of the Scandinavian Airlines System. It would, however, be more correct to list all three Scandinavian countries as a group and thus indicate the possibility for the countries concerned to arrange for their joint representation.

23. The U.S.S.R. Government member regretted that his country had not been included in the list, as it surely had a sufficiently large civil aviation network. Even in the absence of comparable data on passenger-kilometres flown, other information had been published, including the number of passengers carried. The U.S.S.R. Government member stated that his Government attached great importance to the Ad Hoc Civil Aviation Meeting and asked that the U.S.S.R. be included in the list of countries invited to participate. The Iraqi Government member supported this request. The Australian Government member suggested that the Office seek to find further relevant data.

24. By 57 votes to 3, with 6 abstentions, the Committee on Industrial Committees decided to recommend to the Governing Body that the following States Members should be invited to participate in the Ad Hoc Civil Aviation Meeting: Australia; Belgium; Brazil; Canada; Colombia; France; Federal Republic of Germany; India; Italy; Japan; Mexico; the Netherlands; Sweden; Norway and Denmark, to be represented by a joint delegation; Switzerland; the United Kingdom and the United States of America.

25. The U.S.S.R. Government member wished it to be recorded that he had voted against the proposal because he regarded it as unacceptable in that the non-inclusion of the U.S.S.R. was based on formal considerations and not on grounds of substance.

IV. Other Questions

Protection of Transport Workers against Civil Law Claims Arising out of Their Employment

26. At its 137th Session (October 1957), the Governing Body authorised the Director-General to communicate the Report of the Meeting of Experts for the Protection of Employed Drivers against Civil Law Claims Arising out of Their Employment, inviting them to bring the report to the attention of the interested employers' and workers' organisations and asking that their observations be transmitted to the Director-General as soon as possible.

27. At its 140th Session (November, 1958), the Committee on Industrial Committees received two reports. The problems to be dealt with were extremely complex, as both the nature and extent of the existing difficulties would have to be defined. The situation in the coal-mining industry was a very fluid one, and one might well ask whether the problems now engaging attention would still be topical at the time of the meeting. The Office naturally needed sufficient time to study this difficult task. Thirdly, the proposed meeting would have to be fitted into the general programme of the Office and it would be for the Governing Body to indicate the priority which it wished to assign to this proposal.

12. The U.S.S.R. Government member was in favour of convening the meeting at an early date. He indicated that his country would like to be invited to participate in the meeting as the problems created by the present difficulties in the coal-mining industry in some countries also concerned the Soviet Union in as much as it was an exporter of coal.

13. Several Government members opposed the convening of the meeting. The United States Government member pointed out that resolution No. 53 not only duplicated resolution No. 49, concerning the social consequences arising from fuel and energy consumption trends adopted at the Sixth Session and classified among the conclusions on which action should be continued, but it also duplicated an item on the same subject (No. 55) proposed for the agenda of the Eighth Session. Furthermore, he wondered what the terms of reference and the composition of the meeting and the nature of the problems to be tackled by it would be, considering that resolution No. 53 gave no precise indications on the subject. In his opinion, it would be much more useful to ask the Office to undertake immediately a study of the difficulties of the coal industry and their social consequences, a study which might be submitted to, e.g., on the occasion of the tripartite technical meeting.

The Australian and United Kingdom Government members considered that a restricted meeting so soon after the session of the Coal Mines Committee could not contribute anything new to the solution of problems which, furthermore, were economic in character and could more appropriately be discussed by regional economic organisations.

14. The Employer members declared that, although the Employers' delegates in the Coal Mines Committee had supported resolution No. 53, they were of the opinion that the Governing Body could not take a decision at its present session. Until the Office proposed on the subject were known, it would not be possible to define the terms of reference of the Governing Body, let alone convening a tripartite technical meeting. The Australian and United Kingdom Government members believed that it was more correct to list all the three Scandinavian countries as a group and thus indicate the possibility for the countries concerned to arrange for their joint representation.

15. In conclusion, the Chairman proposed that the attention of the Governing Body be drawn to resolution No. 53 and that it be invited to ask the Director-General to prepare detailed proposals concerning the date, composition and financial implications of the proposed meeting for submission at the next session of the Governing Body.

16. The Australian, United Kingdom and United States Government members stated that they were ready to accept this proposal on the understanding that they reserved their position with regard to the principle of calling the meeting itself.

17. The Committee on Industrial Committees decided to draw the attention of the Governing Body to resolution No. 53 and to suggest that the Director-General be requested to submit proposals with regard to the financial implications, the date and the composition of a tripartite technical meeting to study the social consequences of the present situation in the coal-mining industry.

22. A Worker member pointed out that Sweden was included in the list as the country of the headquarters of the Scandinavian Airlines System. It would, however, be more correct to list all three Scandinavian countries as a group and thus indicate the possibility for the countries concerned to arrange for their joint representation.

23. The U.S.S.R. Government member regretted that his country had not been included in the list, as it surely had a sufficiently large civil aviation network. Even in the absence of comparable data on passenger-kilometres flown, other information had been published, including the number of passengers carried. The U.S.S.R. Government member stated that his Government attached great importance to the Ad Hoc Civil Aviation Meeting and asked that the U.S.S.R. be included in the list of countries invited to participate. The Iraqi Government member supported this request. The Australian Government member suggested that the Office seek to find further relevant data.

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27. At its 140th Session (November, 1958), the Committee on Industrial Committees received two
documents containing an analysis of the observations made by governments on this report and it mentioned this analysis on its own report to the Governing Body.\(^1\)

28. Since then, the Director-General received observations from the United Kingdom Government and submitted a summary of these to the Committee. The Committee on Industrial Committees noted with interest these observations of the United Kingdom Government.

**Representation of Non-Governmental Organisations at Sessions of Industrial and Analogous Committees.**

(a) **Sixth Session of the Building, Civil Engineering and Public Works Committee.**

29. The Committee on Industrial Committees examined a document indicating that the Young Christian Workers' International had requested that it be authorised to send an observer to the Sixth Session of the Building, Civil Engineering and Public Works Committee to be held in Geneva during the last quarter of 1959. This organisation was particularly interested in the item concerning young workers in the construction industry which had been placed on the agenda of the session.

30. It was further indicated that, in addition to the organisations having consultative status with the I.L.O., the following international non-governmental organisations take a continuing interest in the work of this Committee, and have been represented by observers at previous sessions:

- The International Federation of Musicians.
- The International Federation of Professionals, Technicians, Managers and Clerical Employees.
- The International Federation of Building and Public Works.
- The International Federation of Christian Trade Unions of Building and Woodworkers.

(b) **Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers.**

31. The Committee was informed, through a document and a verbal communication from its Chairman, that the following organisations had requested permission to be represented by observers at the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers, which was expected to meet in the last quarter of 1959:

- The International Confederation of Building and Public Works.
- The International Federation of Building and Woodworkers.
- The International Federation of Christian Trade Unions of Building and Woodworkers.

32. The Committee on Industrial Committees recommended to the Governing Body that the five non-governmental organisations referred to in paragraphs 29 and 30 above be invited to be represented by observers at the Sixth Session of the Building, Civil Engineering and Public Works Committee.

33. The Committee on Industrial Committees recommended to the Governing Body that the five non-governmental organisations referred to in paragraphs 29 and 30 above be invited to be represented by observers at the Sixth Session of the Building, Civil Engineering and Public Works Committee.

34. The Worker members pointed out, nevertheless, that in addition to the technical items the Advisory Committee would discuss recent developments concerning salaried employees and professional workers in general and that the Office would submit a report on the subject. As the I.L.O. had not, so far, set up special organs to deal with the problems posed by all the branches of activity in which non-manual workers were involved, the representatives of the non-governmental organisations of such workers considered that when urgent problems in their particular field arose, they should take advantage of the sessions of the Advisory Committee on Salaried Employees and Professional Workers to draw the attention of the I.L.O. to them.

35. An Employer member having asked if the Committee could be given the assurance that no more requests for invitation would be submitted, the Representative of the Director-General replied that other non-governmental organisations might well ask for invitations and that it would then be for the Governing Body to decide whether these requests should be accepted.

36. The Employer members proposed that no invitations be sent to the following three non-governmental organisations whose fields of activity could not be regarded as being directly related to the technical items on the agenda of the Advisory Committee:

- International Federation of Free Teachers' Unions.
- International Federation of Musicians.
- International Federation of Actors.

This proposal was however defeated; the vote on it being 24 for, 33 against and 10 abstentions.

37. In conclusion, with the Employer members abstaining, the Committee on Industrial Committees recommended to the Governing Body to authorise the international non-governmental organisations listed in paragraph 32 above to be represented by observers at the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers.

**GELLER, Chairman.**

**Second Report**

1. The Committee on Industrial Committees held a second sitting in Geneva on 19 June 1959 under the chairmanship of Mr. Geller.

1. **Meeting to Prepare a Model Individual Control Book for Drivers and Assistants in Road Transport**

2. **The Meeting to Prepare a Model Individual Control Book for Drivers and Assistants in Road Transport,** convened in accordance with a decision taken by the Governing Body at its 140th Session (November 1958), which was held in Geneva from 20 to 24 April 1959.

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1 See Minutes of the 140th Session of the Governing Body, Appendix XV, para. 43-46, pp. 100-101.
3. At its sitting of 27 May 1959, the Committee on Industrial Committees had before it the report of this Meeting\(^1\) to which was attached a model individual control book. This document having reached members of the Committee on the eve or the very morning of the sitting, the Committee on Industrial Committees decided to postpone consideration of the question to a subsequent sitting to be held during the 43rd Session of the International Labour Conference so that it might be able to submit its recommendations to the Governing Body before the end of the 142nd Session of the Governing Body.

4. In reply to a question put by an Employer member, it was stressed that each country in possession of the report of the Meeting would be free to assess the merits of the recommendations of the Meeting, and to make use or not make use of the model individual control book, a specimen of which would be transmitted by the Office to member States at the same time as the report.

5. Certain Employer members expressed the view that the drivers and assistants concerned would have some difficulty in tracing the graph in the space provided. The Worker members, on their side, pointed out that some difficulty in tracing the graph in the space provided. The report had been unanimously approved by the Meeting convened to establish it. They hoped, therefore, that the Committee would approve the proposals made to it in the document.

6. The Committee on Industrial Committees recommends that the Governing Body request the Director-General to take the necessary steps to print the model individual control book.

7. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General—

(a) to communicate the report of the Meeting and its appendices to governments, asking them to transmit these documents to the employers' and workers' organisations concerned, and informing them of the hope expressed by the Meeting (paragraph 57 of the report) that the governments of the countries concerned would give careful attention to the Meeting's work and favourable consideration to the proposal to establish the model individual control book which it had drawn up at the request of the International Labour Office;

(b) to communicate the report of the Meeting and its appendices to the United Nations and to the economic and occupational organisations concerned.

II. Other Questions: Proposal to Discontinue Minutes of the Committee on Industrial Committees

8. The Committee on Industrial Committees had before it a document recalling that as part of his drive to reduce the volume of documentation and to achieve all possible economies, the Director-General had proposed to certain of the Committees of the Governing Body that the preparation of minutes of their meetings be discontinued. The Director-General's suggestion had been accepted by all the Governing Body Committees concerned with the exception of the Committee on Industrial Committees. At its meeting in connection with the 139th Session of the Governing Body (May-June 1958), this Committee decided that the practice of preparing its minutes should be maintained.

9. Having examined the reasons which led the Committee on Industrial Committees to come to this decision and after consultation with the Officers of the Governing Body, the Director-General considered that the objections raised to his original proposal might adequately be met if (a) the reports of the Committee to the Governing Body were so prepared as fully to reflect the discussions in the Committee, and (b) at each session the agenda of the previous session to the report would be made available to members of the Committee for ready reference.

10. The Employer members said that, while they were not convinced of the advisability of discontinuing the minutes, they were prepared to give the procedure suggested by the Director-General a trial. They would like to see what the report in its new form would look like before making up their minds on the final decision. There might be some advantage in members of the Committee being able to take back with them at the end of each session a full report on the Committee's proceedings instead of waiting some months for the full minutes. However, the reports would have to be drafted in quite a different form from that followed in the past and would have to be formally adopted by the Committee at a sitting at the end of each session. Otherwise there might be a waste, rather than a saving, of time. This procedure could be tried out on the occasion of the November Session. If the report in its new form proved satisfactory, then the minutes might be discontinued.

11. The Worker members regretted the need for the suppression of minutes but declared their readiness to agree to it in principle, subject to the report being made available to the Office. They would like to see what the report in its new form would look like. They supported the proposal made by the Employers as it would give members an opportunity to reach a decision.

12. The United Kingdom Government member said that he was in favour of the immediate discontinuation of the minutes as a measure of economy that had been long overdue. However, he was prepared to accept the proposal to give the members of the Committee a chance to see what the report in its new form would look like. The United States Government member said that he had experienced no difficulty in carrying on his work on the basis of the report alone and was quite prepared to relieve the Office of the burden of preparing the minutes. He was, however, agreeable to the new procedure's being tried out in November.

13. The Committee on Industrial Committees decided to postpone any decision on the question of discontinuing the minutes of its meetings until it had had occasion to examine, at the end of its November Session, the fuller form to be given to its report to the Governing Body.

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\(^1\) For an account of the Meeting, see *Industry and Labour* (Geneva, I.L.O.), Vol. XXII, No. 6, 15 Sep. 1959, pp. 204-207.

GELLER, Chairman.
Fifteenth Item on the Agenda: Composition and Agenda of Committees and of Various Meetings

APPENDIX XV

Proposal relating to a Meeting of Experts on Employment Objectives in Economic Development

1. It will be recalled that at its 141st Session, when approving the draft budget for 1960, the Governing Body decided to recommend to the Conference that provision should be made in the estimates for a meeting of experts on employment objectives in economic development. The Director-General indicated that he would submit specific proposals to a later session of the Governing Body. These proposals, which are of course subject to approval by the Conference, are submitted to the present session of the Governing Body in order to allow time to secure highly qualified participants for a meeting early in 1960.

2. The Governing Body has before it at the present session a proposal that it should consider including in the agenda for the 1961 Session of the International Labour Conference a general discussion on employment problems and policies. If this proposal is accepted the Conference will itself provide an opportunity for a tripartite discussion of the issues raised in the report of the proposed meeting of experts, as well as of other aspects of employment problems and policies. The Conference will also provide an opportunity for delegates from all member States to express their views. In these circumstances it would seem desirable that the meeting of experts should be essentially of a technical character, concerned in particular with the analysis and elucidation of some of the inter-relationships of economic and social factors involved, and that it should accordingly be limited to a small number of highly qualified economists and experienced administrators each of whom could make an important individual contribution to the work and the report of the meeting.

Terms of Reference.

3. It is proposed that the terms of reference of the meeting of experts should be defined as follows:

(a) to make a thorough analysis of the problems of employment creation in the context of economic development, with special reference to—
   (i) the place of employment objectives in current development plans and policies in newly industrialised and the less highly industrialised countries, and which employment problems are dealt with in these plans;
   (ii) the relationship between employment objectives and other objectives in development planning, such as maximisation of the rate of increase in national income;
   (iii) international aspects of the problems of employment creation in newly industrialising countries.
(b) to suggest appropriate measures for the expansion of employment opportunities:
   (i) measures that may be taken under national plans and policies for economic development;
   (ii) measures calling for international action.

Composition.

4. It is proposed that the meeting should consist of seven experts, of whom some should be administrators with practical experience of the problems the group would be called upon to discuss, some should be economists well known for their contributions to the study of these problems and some should if possible combine both types of experience. They should include persons having extensive knowledge of the employment problems of each of the major underdeveloped regions of the world. It is proposed that three or four of the experts should be from newly industrialising countries, and that three or four, who might be from more highly industrialised countries, should be persons specially fitted to make a contribution to the study of the relationships between employment problems in the more highly industrialised and the less highly industrialised countries respectively and of the types of international action that may be called for.

5. The Director-General hopes to be able to submit for the approval of the Governing Body immediately after the Conference a list of the proposed members of the meeting of experts, including the name of the proposed chairman.

Place, Date and Duration.

6. It is proposed that the meeting should be convened twice, and held in Geneva, in two separate parts. It is suggested that the experts should meet first for about ten days in February 1960. The purpose of this first meeting would be to have a general exchange of views and to decide (a) on the general lines of the analysis they would propose to make of the problems referred to them and the general lines and structure of their report, (b) on the allocation among themselves of responsibility for the preparation of drafts of particular sections of the report, and (c) what help the experts would wish to have from the Office in the preparation of their report. It is further suggested that after an exchange of preliminary drafts of the different sections of the report the experts should meet again for about two weeks in September 1960 to finalise their report. It is believed that in this way a solid and authoritative factual and analytical report could be prepared which would make a real contribution to the elucidation of the problems discussed and would also examine the various possible lines along which action might be taken to deal with them. If the Governing Body decides to include in the agenda of the 1961 Conference a general discussion on employment problems and policies, it would be for the Governing Body to decide, after it had had an opportunity to examine the report of the meeting of experts, whether this report, which would of course be more limited in scope than the proposed general discussion, should be made available to the Conference as a part of the documentation for this discussion; but it is expected that the report would in any case be of great value to the Office in preparing suitable documentation for the Conference.

Invitation to the United Nations.

7. It is proposed that the United Nations should be invited to be represented at each of the two meetings.

1 See above, Appendix II, paras. 6-14, pp. 54-55.
2 See above, supplementary note, p. 105.
8. The Governing Body is invited—

(a) to decide that, subject to approval by the Conference at its 43rd Session of the necessary budgetary provision, a Meeting of Experts on Employment Objectives in Economic Development should be held in Geneva in 1960;

(b) to approve the terms of reference of the meeting as set out in paragraph 3 above;

(c) to authorise the Director-General to submit to the Governing Body after the 43rd Session of the Conference a list of seven experts selected in accordance with paragraph 4 above;

(d) to approve the proposals for the organisation of the meeting set out in paragraph 6 above.

Meeting of Experts on Industrial Injury Statistics

9. At its 140th Session (November 1958) the Governing Body authorised the convening of a Meeting of Experts on Statistics of Industrial Injuries in Geneva in 1959 and decided that the meeting should consist of nine experts. It was understood that the names of the experts proposed would be submitted to the Governing Body at a future session. At its 141st Session the Governing Body decided that this Meeting of Experts should take place from Tuesday 3 to Tuesday 10 November 1959.

10. The Governing Body is now requested to approve the following list of experts to be invited to the Meeting:

Mr. E. Bastías Núñez (Chile), Industrial Engineer, Technical Department of the Industrial Injury Fund.

Mr. M. Brancoli (Italy), Chief of the Statistical Office, National Institute for Insurance against industrial injuries.

Mr. B. W. A. Crutchlow (United Kingdom), Deputy Chief Inspector of Factories, Ministry of Labour and National Service.

Mr. R. Latscha (Switzerland), Chief of the Mathematical and Statistical Service, Swiss National Industrial Injury Insurance Fund.

Mr. F. S. McElroy (United States), Chief of the Division of Industrial Hazards, United States Bureau of Labor Statistics.

Mr. Y. Morita (Japan), Technical Consultant, Statistics Bureau of the Prime Minister’s Office.

Mr. G. Munthi-Kaas (Norway), Actuary, National Insurance Institute.

Mr. R. Lévy-Bruhl (France), Chief of Division of Statistics and Documentation, Ministry of Labour and Social Security.

Mr. E. Roślanowski (Poland), Chief of the Industrial Injury Statistical Section, Central Board of the Workers’ Unions.

Panel of Consultants on the Problems of Women Workers

11. At its 141st Session the Governing Body authorised the Director-General to establish a Panel of Consultants on the Problems of Women Workers and to convene an initial meeting of the Panel in 1959. At the same session the Governing Body approved the agenda of the meeting, decided that it should be held in Geneva from 12 to 17 October 1959 and authorised the Director-General to submit at the next session proposals concerning the experts to be appointed as members of the Panel and to be invited to attend the meeting. The Governing Body decided that the Panel should be composed of 27 members—nine members representing Government views and experience, selected from designated countries, and nine Employer and nine Worker members, selected after consultation of the Employers’ and Workers’ groups of the Governing Body.

12. The Director-General, after appropriate consultations, now proposes that the following Government and Worker members should be appointed to the Panel and should be invited to attend its first meeting:

Government members:

Mrs. Gudelia Gómez (Mexico), Chief of Women’s and Young Workers’ Bureau, Ministry of Labour and Social Welfare, Mexico City.

Mrs. Alice K. Leopold (United States), Assistant to the Secretary of Labor, Department of Labor, Washington, D.C.

Mr. R. Lévy-Bruhl (France), Chief of Division of Statistics and Documentation, Ministry of Labour and Social Security, Paris.

Mrs. Ayako Oba (Japan), Chief, Women Workers’ Section, Ministry of Labour, Tokyo.

Mr. Léo Pacheco de Oliveira (Brazil), Deputy Chief, Cabinet of the Minister, Ministry of Labour, Industry and Commerce, Rio de Janeiro.

Mrs. Islab El Sherbini (United Arab Republic), First Inspector in the Inspection Division, Labour Administration, Cairo.

Dame Mary Smieton, D.B.E. (United Kingdom), Deputy Secretary, Ministry of Labour and National Service, London.

Consultations are still proceeding with regard to the Government members to be selected from India and the U.S.S.R.

Worker members:

Miss Carmen Araiza (Mexico), Secretary for Women’s Affairs, Mexican Workers’ Confederation, Mexico City.

Mrs. Caroline Davis (United States), Women’s Department, United Auto Workers, Detroit.

Mrs. Sigrid Ekenahlt (Sweden), Swedish Trade Union Congress, Stockholm.

Miss Maniben Kara (India), Hind Mazdoor Sabha, Bombay.

Mrs. Lucy Muubele (South Africa), Garment Workers’ Union of African Women, Johannesburg.

Mrs. Angelina Ratsaraarabe (Malagasy Republic), Secretary of the Midwives’ Association, Confederation of Labour of Madagascar and the Comoro Islands.

Mrs. Yehudit Simiont (Israel), Women’s Section, Histadrut, Tel Aviv.

Mrs. Simone Troisgros (France), Assistant General Secretary, French Confederation of Christian Workers.

Mrs. Maria Weber (Federal Republic of Germany), Women’s Department, German Trade Union Confederation, Düsseldorf.

Employer members:

13. The Director-General has not yet received the nominations of the Employers’ group of the Governing Body for the Employer members of the Panel.

14. If these remaining nominations are not received before the close of the present session of the Governing Body it is suggested that the Director-General should be authorised to submit his proposals to the Officers of the Governing Body for approval.

Preparatory Working Group for the “Ad Hoc” Meeting on Civil Aviation

15. At the 139th Session of the Governing Body (May-June 1958), the Director-General agreed that he would consult a small group consisting of two persons representative of governments, two persons representative
of employers' interests, and two persons representative of workers' interests, drawn from the civil aviation industry, on the exact scope of the items placed on the agenda of the Ad Hoc Meeting on Civil Aviation, which is due to meet in 1960, with due regard to the respective areas of competence of the International Labour Organisation and the International Civil Aviation Organisation. The International Civil Aviation Organisation would also be invited to be represented.

16. The Director-General has been proceeding with the necessary consultations but has not yet been able to reach a final conclusion as regards the membership of the group. The Governing Body will no doubt agree that, when these consultations have been concluded, the Director-General should submit the names of the persons he intends to invite to the Officers of the Governing Body, with a view to convening the Working Group to meet at a suitable date in the early autumn.

SUPPLEMENTARY NOTE

Proposals relating to a Meeting of Experts on Employment Objectives in Economic Development

Composition.

1. It will be recalled that, in a document approved by the Governing Body at an earlier sitting, the Director-General indicated that he hoped to be able to submit for the approval of the Governing Body immediately after the Conference a list of the proposed members of the meeting of experts 1, which the Governing Body decided should consist of seven members.

2. It is proposed that the following should be invited to serve as a member of the group of experts:

Mr. Jan Tinbergen (Netherlands), Director of the Netherlands Economic Institute, personally in charge of Division of Balanced International Growth; Professor of Econometrics, Rotterdam School of Economics.

3. The Director-General is not yet in a position to submit the names of the other members of the group of experts. They will, of course, be selected in accordance with the considerations set out in paragraph 4 of the earlier document. 2 As it will probably be necessary, in order to secure their services, to get in touch with the experts at least six months in advance of the meeting it is considered inadvisable to wait until the November session of the Governing Body before submitting their names for approval. It is therefore suggested that the Governing Body may be willing to authorise its Officers to approve on its behalf the names of the other six experts.

Date of the First Meeting.

4. It is suggested that the first of the two meetings envisaged for the group should take place in Geneva from 9 to 18 February 1960. The Governing Body will be asked to confirm these dates when approving the general programme of meetings.

1 See above, para. 5, p. 103.
2 See above, p. 103.
Sixteenth Item on the Agenda: Report of the Director-General

I. Obituary

Mr. Johann Böhm.

1. The Director-General regrets to inform the Governing Body of the death in Vienna on 13 May 1959, at the age of 73, of Mr. Johann Böhm, former President of the Austrian Trade Union Federation. Mr. Böhm, who began his career as a trade union official in 1904, played an important part in municipal and national politics in Austria. In 1954 he was elected a Worker Deputy Member of the Governing Body, and in that capacity he attended the 127th and the 129th Sessions. The Governing Body will no doubt wish the Director-General to convey its sympathy to the late Mr. Böhm’s family.

Mr. Hubert George Gee.

2. The Director-General also regrets to have to inform the Governing Body of the recent death in London of Mr. Hubert George Gee, C.M.G., who was an Adviser to the United Kingdom Government delegation at the 31st and 32nd Sessions of the International Labour Conference, where he took an active part in the work in connection with freedom of association and industrial relations.

Mr. Henry Churchill.

3. Mr. Henry Churchill, whose death occurred in May 1959, joined the Office staff early in 1925 as private secretary to the then Deputy Director, Mr. (later Sir) Harold Butler. Subsequently he served in a variety of capacities, particularly in handling official correspondence and as acting secretary to Conference committees. After the war he was for some years Chief of the Director-General’s private secretariat and later Protocol Officer. He retired at the end of 1959 after a quarter of a century of devoted service, in which his linguistic ability, his thorough knowledge of the working of the various organs of the I.L.O., his capacity for hard work and his unfailing tact and courtesy were widely appreciated. The Governing Body will doubtless wish to express its sympathy to Mr. Churchill’s son.

Mr. Willy Donau.

4. The death occurred on 28 April 1959 of Mr. Willy Donau, who was Director of the Berlin Branch Office of the I.L.O. from May 1925 until April 1934, when he was transferred to Geneva. In Berlin he was responsible, among other tasks, for editing the German edition of the International Labour Review. He continued the work after his transfer to Geneva, where he was also made responsible for all Office publications in German. His service with the Office ended in June 1939, when the march of events compelled the Office to make drastic reductions in staff. Mr. Donau had many years of experience as a trade union official and subsequently in the German Ministry of Labour before joining the I.L.O., and this background fitted him admirably for his work in the Office, where he always gave loyal and conscientious service. The Governing Body may wish to request the Director-General to convey its sympathy to the late Mr. Donau’s family.

II. Progress of International Labour Legislation

5 and 6. [Paragraphs 5 and 6 are not reproduced here. They contain information on ratification of Conventions and declarations concerning the application of Conventions to non-metropolitan territories (article 35 of the Constitution), which will be published in the Official Bulletin of the International Labour Office.]

Ratification Authorised (Article 19 of the Constitution).

7. The ratification of the following international labour Convention has been authorised in the Federal Republic of Germany:

Abolition of Forced Labour Convention, 1957 (No. 105).

III. Publications

8. As is usual at this time of the year, the Office’s publishing activity during the last two months, apart from the periodicals, which are appearing regularly, has been concerned mainly with Conference reports. The Report of the Director-General (in two parts, of which the second is at the same time the Report to the United Nations), the report on Financial and Budgetary Questions and the Report of the Committee of Experts on the Application of Conventions and Recommendations have all appeared since the last session of the Governing Body. The preliminary reports on Workers’ Housing and Reduction of Hours of Work for the 44th (1960) Session of the Conference are in the press and will be published in time for despatch to governments 12 months in advance of the opening of the session in accordance with the Standing Orders.

9. There are, however, a number of other publications of a more general character which are also in the press and will be ready shortly. One of these is a comparative study of The Cost of Medical Care, covering 14 countries with large-scale social security medical care services and the United States. The main question which the study sets out to answer is whether the cost of medical care under publicly administered schemes is unduly high in comparison with the cost of private care, but attention is also given to the relative financial positions of medical and dental practitioners inside and outside the schemes.

10. Other items now in course of printing include several safety codes. One of these, dealing with ionising radiations, contains the amended text of the relevant section of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry; this is being issued in pocket-book form as the first instalment of a Manual of Industrial Radiation Protection of which other parts will appear later. There are also two codes of practice for the prevention of accidents due respectively to fires and to electricity underground in coal mines.

11. A study entitled Labour Costs in European Industry, containing the results of a statistical inquiry conducted by the Office into wages and other elements of labour cost in certain industries in various European countries, is also in course of publication.

First Supplementary Report

Association of the I.L.O. in the International Exhibition “Man and His Work”, Italy, 1961

1. By a letter dated 21 February 1959, addressed to the Director-General, the Italian Minister of Foreign Affairs expressed the desire of the Italian Government...
that the I.L.O. should participate in the international exhibition to be held in Turin from May to October 1961 on the occasion of the celebration of the 100th Anniversary of the Unification of Italy. The theme of the exhibition will be "Man and His Work".

2. The Director-General consulted the Officers of the Governing Body on this subject on 8 March 1959, and, with their agreement, accepted the invitation of the Italian Government to be associated in this exhibition, by a letter to the Italian Minister of Foreign Affairs dated 19 March 1959.

3. The texts of the letter of the Italian Minister of Foreign Affairs and of the Director-General's reply are quoted below.

4. Consideration is now being given to the nature of the I.L.O.'s association in this exhibition and further information will be submitted to the Governing Body at a future meeting.

Letter to the Director-General of the International Labour Office from the Minister of Foreign Affairs of Italy.

Rome, 21 February 1959.

My dear Director-General,

With reference to your letter of July 1958 and to the conversation I had with you on the 8th of December in Geneva, I have the privilege to confirm, on behalf of the Italian Government, the invitation to participate in the international exhibition to be held in Turin from May to October 1961.

The Italian Government would highly appreciate the participation of the I.L.O. through a section of its own and consider the co-operation of the Organisation by sponsoring the whole initiative, granting its technical advice and promoting the necessary contacts with the foreign countries which shall be invited to take part in the exhibition.

No financial contribution will be asked of the I.L.O.

I join to the present letter a "memorandum" which has been prepared by the "Comitato Ordinatore" in order to give some details on the subject and on the sort of participation to be required of foreign countries.

The Italian Government would be glad to receive from the I.L.O. its suggestions and observations on the above-mentioned memorandum, as well as on any other matter concerning the exhibition.

With many thanks, I am, my dear Director-General,

Very sincerely yours,

(Signed) G. Pella.

Letter to the Director-General of the International Labour Office from the Minister of Foreign Affairs of Italy.


My dear Minister,

Further to my letter of 6 March 1959, I now have pleasure in informing you that I am glad to accept the invitation you kindly extended to the I.L.O. in your letter of 21 February 1959 to participate in the exhibition "Man and His Work" which will take place in Turin on the occasion of the celebration of the 100th Anniversary of the Unification of Italy.

The I.L.O. would be prepared to assist the Italian Government and, in particular, the Organising Committee, by supplying technical information and giving advice on problems connected with the preparation of the Exhibition in regard to which the I.L.O. has a special experience.

I would also agree that correspondence with the participating governments and public information material may mention the fact that the I.L.O. is co-operating in the organisation of the Exhibition.

I greatly appreciate your suggestion regarding the organisation by the I.L.O. of a special section of the Exhibition. The realisation of a project of this nature would, however, require considerable expenditure which the I.L.O. is not in a position to bear.

Further consultations may therefore be desirable in regard to this question and also in connection with the practical arrangements to be made in order to give effect to the other forms of I.L.O. participation in the Exhibition which I have mentioned above.

Sincerely,

(Signed) David A. Morse,
Director-General.

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1 Organising Committee.
8. The new Institute would be a meeting place where those throughout the world who are playing or seem destined to play an important part in the social affairs of their countries could come to study and discuss, by a variety of methods, the social problems of their time. It would be intended in the first instance for such persons coming from government, management and trade union circles, but it would be hoped that it would also attract research scholars from different countries and other persons actively engaged in studying and solving social problems. Its activities would be designed to give persons who bear, or are likely in future to bear, responsibilities in the formulation and execution of social policies in their country the education and training necessary to help them; and to promote the extension of such education and training in the different countries. The Institute would thus be a centre for the exchange and mingling of ideas among persons from different backgrounds, for promoting inquiry into social problems, and for stimulating the development of educational activities in the field of social and labour problems throughout the world. Such activities would, it is hoped, be of particular interest and benefit to the underdeveloped countries, though not exclusively to them alone. The work of the Institute should help to enrich the activities of the I.L.O. by broadening the horizons of the participants and, through them, stimulate fresh progress towards the solution of social problems in their respective countries.

Activities.

9. The Institute would be, first of all, an up-to-date centre for education and exchange of information and ideas. It would enable participants to receive, in courses or seminars of varying length according to circumstances, the kind of instruction which would complete their theoretical and practical training in social questions. All together, or at times grouped according to their particular interests, they would attend study sessions dealing with various subjects, all of which would be matters of interest to the I.L.O. The curriculum would be adapted to the educational needs of mature persons; free discussion and exchange of experience among participants would always be an important part of it.

10. In the second place, the Institute would be a centre for study and research where some of the world's foremost specialists in the social and human sciences could engage in independent scientific research. Many of them would no doubt be holders of fellowships provided by the Institute itself, by scientific foundations or by other agencies. Some might be professors on sabbatical leave; others may be doing research on their own account or for universities. The resources of the I.L.O. library and the research facilities of the Institute should provide an excellent setting for reflective, thorough research. They might also make a contribution to any meetings taking place in the Institute during their stay. The Institute should also provide a means of stimulating desirable research in the different countries, especially into matters concerning which there is inadequate knowledge of local conditions in respect of internationally important problems.

11. Thirdly, the Institute would be a place at which round-table meetings of outstanding persons could be held from time to time to discuss important topical questions in an entirely informal manner and without directly aiming at a specific conclusion. Such a meeting might bring together, for instance, leading employers or prominent trade union leaders, responsible for policy decisions, to discuss long-term social issues. There might also be high-level bipartite meetings on major matters of social policy. Such bipartite meetings would link up with the development of better labour-management relations, which would obviously be one of the main purposes of the Institute.

12. Again, the Institute would, in close co-operation with the I.L.O. Library, be a centre for documentation and for the spread of information among participants in its courses and meetings, not only on social and labour questions but also on the I.L.O. and its activities.

13. The above is not an exhaustive list of all the potential activities of the Institute but merely an indication of some of the more obvious ones. The aim at this stage must be to avoid laying down hard and fast rules as to activities or programmes and to leave ample flexibility for future developments. For example, certain courses or meetings might be of a regional character; others might be exclusively for trade unionists or for employers; yet others might be for persons from countries in course of development. In some cases an exchange of experiences between participants from more developed and less developed countries could produce very useful results. Certain countries have their own peculiar problems which might profitably be discussed by persons from these countries alone.

14. For several years back a number of organisations have organised summer schools in Geneva, and members of the staff of the Office have lectured to them about the I.L.O. or about specific problems within the I.L.O.'s field. The existence of the Institute would make it possible to organise the Geneva sessions of such bodies in a more effective and co-ordinated manner.

Organisational Questions.

15. It will suffice at this stage to touch briefly on a few of the main features of the structure and organisation of the proposed Institute. It should be a semi-autonomous body under the auspices of the I.L.O. It seems essential to grant the Institute a large degree of independence for four reasons:

(a) so as to create an atmosphere of academic freedom for research and discussion;
(b) so as to free the Institute from the workload and programme pressures inherent in the operations of the I.L.O. within the I.L.O. framework and the participants and, through them, stimulate fresh progress towards the solution of social problems in their respective countries.
(c) so that financial resources could be drawn from the greatest possible variety of sources;
(d) so that there would always be a clear distinction between the activities of the Institute and those of the I.L.O.

16. The work of the Institute should be directed by a Board of Trustees, which would serve as a link between the Institute, the Governing Body and the Office. The Board should not be so large as to be unwieldy. It might consist of a certain number of members nominated by the Governing Body and others representing various organisations, such as the National and the International Labour Organisations, the United Nations and the United Nations Educational, Scientific and Cultural Organisation. Representation might also be afforded to any other organisations making a substantial financial contribution to the work of the Institute. The Director-General and the Rector of the Institute would have seats on the Board.

17. The staff of the Institute would of necessity be small at the outset, depending on the financial resources available. There would have to be a Rector (or Principal), who must be a person of internationally recognised stature in the study of social questions and who would devote his full time to directing the work of the Institute. He would be assisted by a small number of full-time professors or teachers. Outside teachers and research directors might also be engaged for short periods; also I.L.O. officials could assist in so far as their normal duties permitted.

Finance.

18. The budget of the Institute should, it is suggested, be kept separate from that of the I.L.O. It was pointed out above that it was hoped that funds might be forthcoming from various sources—governments, private foundations, occupational and scientific bodies, etc. It is suggested that the funds for launching the Institute
might be provided by a special credit voted by the Governing Body. It would be a matter for consideration whether there should be a continuing subvention from the regular budget of the I.L.O. As regards premises, the Governing Body will recall that it authorised the Director-General to purchase the property adjoining the I.L.O. to the north, and the Director-General would propose to use this property for the Institute.

19. Such are the main outlines of the plans which have been drawn up for the new Institute. Further details, including financial ways and means and controls, are being examined. In order to prepare the details of the establishment and the structure of the Institute and the administrative and financial arrangements necessary for it, it would be helpful if the Governing Body were to nominate six of its members to be available to the Director-General for consultation.

20. The Governing Body is therefore invited:

(a) to request the Director-General to submit to the next session a more detailed plan for the aims, structure, staffing and financing of the Institute during the initial period of its existence;

(b) to nominate six of its members consisting of two Government members, two Employer members and two Worker members to be convened by the Director-General prior to the next session of the Governing Body in order to examine with him and to advise him on the details of the Institute.

THIRD SUPPLEMENTARY REPORT

Interpretation of Decisions of the International Labour Conference

At the 139th Session of the Governing Body (May-June 1959), the Director-General submitted to it, for information, the texts of memoranda in which he had replied to requests made by governments concerning the interpretation of international labour Conventions. The Director-General has since then replied to a number of other requests of the same kind, making the usual reservation that the Constitution of the I.L.O. does not contain any provision authorising him to interpret the Conventions adopted by the International Labour Conference. The texts of these replies, which are appended, are submitted to the Governing Body for information.¹

FOURTH SUPPLEMENTARY REPORT

Participation of Non-Metropolitan Territories as Observers in the 43rd (1959) Session of the International Labour Conference

1. The Director-General has received the following letter from the representative of the Government of Italy on the Governing Body:

Sir,

By instruction of my Government I have the honour to request you to issue to the Government of Somalia an invitation to be represented at the forthcoming session of the International Labour Conference by a tripartite observer delegation.

I have the honour to be,

Your obedient servant,

(Signed) Roberto Ago,
Representative of the Government of Italy on the Governing Body

2. The Governing Body is accordingly requested to agree that Somalia should be invited to send a tripartite observer delegation to the 43rd Session of the International Labour Conference.

FIFTH SUPPLEMENTARY REPORT

Communication to the Governing Body


At the request of the International Confederation of Free Trade Unions, and with the agreement of the Officers of the Governing Body, the following statement on economic and social problems adopted by the World Economic Conference of Free Trade Unions which met in Geneva on 18 and 19 March 1959 is circulated to the Governing Body for information.¹

SIXTH SUPPLEMENTARY REPORT

Report by the Officers of the Governing Body

Requests by Non-Governmental Organisations to Be Represented by Observers at the 43rd Session of the International Labour Conference.

1. Under the Constitution of the Organisation and the Standing Orders of the Conference, non-governmental organisations other than those with which consultative relationships have been established may be invited by the Governing Body (or the Conference) to be represented at the Conference, in so far as attendance at the plenary sittings is concerned, while the invitation of such organisations to be represented at committees appointed by the Conference remains a matter for the Conference itself. At its 141st Session the Governing Body issued invitations to ten non-governmental organisations in accordance with these arrangements.

2. In accordance with the procedure followed in connection with previous sessions of the Conference, and having satisfied themselves that the organisations in question are of recognised standing and have an interest in the agenda items indicated, the Officers unanimously recommend to the Governing Body that it should invite the following organisations to be represented by observers at the 43rd (1959) Session of the Conference, it being understood that it will be for the Selection Committee of the Conference to consider their requests to participate in the work of the committees dealing with the items on the agenda in which they have expressed an interest:

International Confederation of Senior Officials (in connection with its interest in the questions of protection of workers against radiations, and problems of non-manual workers, including technicians, supervisory staff, etc.).

International Landworkers' Federation (in connection with its interest in the questions of the organisation of occupational health services in places of employment and the protection of workers against radiations).

International League of Commercial Travellers and Agents (in connection with its interest in the problems of non-manual workers, including technicians, supervisory staff, etc.).

World Medical Association (in connection with its interest in the organisation of occupational health services in places of employment).

World O.R.T. Union (in connection with its interest in the problems of non-manual workers, including technicians, supervisory staff, etc., and the question of collaboration between the public authorities and employers' and workers' organisations at the industrial and national levels).

¹ The texts of these replies will be published in the Official Bulletin of the I.L.O. and are therefore not reproduced here.

Invitation to the Inter-Parliamentary Union.

3. The Officers also considered a request from the Inter-Parliamentary Union to attend the Conference. They took the view that this was a very special type of organisation, and they therefore recommend that the Governing Body decide that an invitation to attend the Conference should be sent regularly year by year to this body.

4. The Inter-Parliamentary Union, which has its headquarters in Geneva, was founded as long ago as 1889 and has for its purpose the promotion of personal contacts between members of Parliaments with a view to strengthening democratic institutions and encouraging international collaboration with a view to peace. It has national groups in the Parliaments of 52 countries in five continents. It has regularly invited the I.L.O. to attend their meetings since 1949.

Attendance of Observers from Non-Governmental International Organisations at Meetings of Panels of Consultants.

5. The Director-General has received a request from the World Union of Catholic Women's Organisations, an organisation on the Special List of Non-Governmental Organisations, for authorisation to send an observer to the meeting of the Panel of Consultants on the Problems of Women Workers, to be held in Geneva from 12-17 October 1959. In his reply the Director-General has stated that the decision rests with the Governing Body. This request is the first of its kind to be received since the Governing Body decided, at its 140th Session (November, 1958), to establish certain Panels of Consultants in lieu of the Correspondence Committees.

6. The Officers considered the principle already accepted in connection with Committees of Experts that representatives of non-governmental organisations should not attend without a special invitation as being applicable also to Panels of Consultants. They recommend to the Governing Body that no non-governmental organisations should be invited to attend the meeting of the Panel of Consultants on the Problems of Women Workers.

SEVENTH SUPPLEMENTARY REPORT

United Nations Special Fund

1. The Governing Body was informed in the Report of its International Organisations Committee of the questions of concern to the International Labour Organisation which were submitted to the Governing Council of the United Nations Special Fund which met in New York from 26 to 28 May 1959. One of the matters on which the Governing Council was required to take a decision was a list of projects to constitute the initial programme of the Special Fund. The Managing Director of the Fund also submitted to the Council for approval a draft basic agreement with the governments to be granted assistance from the Fund, and a draft basic agreement with the Executing Agencies, this term covering agencies in the United Nations family or any other organisation to which application may be made for the implementation of a project.

2. The Managing Director of the Fund submitted to the Governing Council information concerning all the official requests communicated to him which were receivable under the terms of reference of the Special Fund, analysing their distribution by groups of activities and regions. He indicated that he was submitting to the Council, as a first programme, "all the sound schemes which were ready at the end of March, in terms of having been adequately presented, and of having been evaluated by the Managing Director". The list of these 13 projects is as follows:

- Argentina: An Electric Power Survey
- Costa Rica, Guatemala, Honduras, Nicaragua
- El Salvador: Central American Research Institute for Industry (ICAITI)
- Ghana: Survey of Volta River Flood Plain
- Greece: Pilot Project in Groundwater Development
- Guinea: General Development Survey
- India: Industrial Instructors' Training Institute
- Israel: Pilot Project in Watershed Management
- Poland: National Centre for Training Supervisory Personnel in Industry
- Thailand: Investigation of the Sutah Consequences in the Bangkok Port Channel
- Turkey: Middle East Technical University
- United Arab Republic: Pilot Project for Drainage of Irrigated Land
- United Arab Republic: Soil Survey from Aerial Photographs
- Yugoslavia: Training of Vocational Instructors

Total: 7,550,000

3. In this connection it is to be noted that the Managing Director of the Fund pointed out that this programme is not typical in any sense, whether as to distribution between types of projects or as to geographical distribution. However, the distribution is under consideration, and it is already clear that another list will be submitted to the next session of the Governing Council, which will probably take place during December 1959.

4. Three of these projects deal with matters which fall within the sphere of activity of the International Labour Organisation. In accordance with the provisions of resolution 1240 (XIII) of the General Assembly of the United Nations, which states that "projects shall be executed, whenever possible, by the United Nations, by the Specialised Agencies concerned", the Managing Director of the Fund announced his intention of calling on the I.L.O. for the implementation of these three projects. On this point he will, of course, have to obtain the agreement of the governments concerned. Brief indications concerning these projects are given below.

(a) India: Industrial Instructors Training Institute.

The Government of India applied to the Special Fund for assistance in carrying out a project for the establishment of a Central Training Institute for Industrial Instructors at Calcutta. There is a severe shortage of trained industrial craftsmen in India at present, and the capacity of the two existing institutes for the training of industrial instructors is too small. The project institute in Calcutta is to train 500 craft instructors a year, in two courses each of five and a half months. The aim of these courses is to improve the efficiency of existing instructors in industry by giving them a course of theoretical and practical instruction in their respective trades and in the art of teaching, to train new instructors and to provide refresher courses in the future. Training will be offered in 14 crafts, and an Industrial Training Institute attached to the Central Institute will train workers in the same crafts, thus making it possible for the instructors in practical experience to receive practical experience in instruction. The Central Training Institute will be under the direction of the National Council for Training in Vocational Trades, an official body connected with the Ministry of Labour and Employment. The Special Fund is proposing to provide 14 expert instructors a year for three years, one of them acting as chief adviser, together with equipment, tools and books. The Government of India is to provide buildings, including staff quarters and the trainees' hostel, furniture, and some tools and equipment, and freight and installation charges on the equipment financed by the Special Fund. It will also pay the salaries of 94 local staff for the Central Training Institute and will provide the experts with various services. The contribution of the Special Fund to this project

Amount recommended by the Managing Director

U.S. Dollars

Argentina: 250,000
Costa Rica, Guatemala, Honduras, Nicaragua, El Salvador: Central American Research Institute for Industry (ICAITI): 906,000
Ghana: 324,000
Guinea: 265,000
India: 860,000
Israel: 320,000
Poland: 370,000
Thailand: 700,000
Turkey: 600,000
United Arab Republic: 1,500,000
United Arab Republic: 300,000
United Arab Republic: Soil Survey from Aerial Photographs: 265,000
Yugoslavia: 905,000

Total: 7,550,000
is to be $860,000, and that of the Government is estimated at an
equivalent of $2,140,000.

(b) Poland: National Centre for Training Supervisory Personnel
in Industry.
The Government of Poland is preparing to establish a series of
training centres for managerial and supervisory staff in industry.
The programme provides for the creation of a national centre for
research, development of training courses and consulting, and a
residential training college to train senior personnel, training-
officers and staff for local centres. The centre and the college,
besides training instructors, will provide consulting services for
Polish industry, undertake research and adapt local material for
work in the regional centres which will be established out of local
resources. The assistance requested of the Special Fund is to
provide foreign exchange to pay for the services of international
experts, fellowships, and for equipment. The international
staff required consists of seven experts; the length of their
services of experts for this programme, planned to last four
years. It would also provide material and equipment. The
Government would be responsible for the cost of the buildings
to be made available for the project and the cost of their adapta­
tion, and the payment of salaries for Yugoslav specialists, clerical
and other staff. The contribution of the Special Fund would be
$700,000, and the Government’s contribution is estimated at an
equivalent of $2,500,000.

c) Yugoslavia: Training of Vocational Instructors.
The Government has decided to establish a network of voca­
tional training schools to provide industry and the public services
with a trained number of young men and skilled personnel. Before
establishing such a network of training centres, those who would
plan, organise and direct the programme need to be trained, and
courses for training instructors need to be set up and equipment
The assistance of the Special Fund has been asked for in connection
with the establishment of a central school and five functional
institutes for the training of instructors in the following branches:
metal, building, wood, commerce and agricultural machinery.
These trades at present employ about half of the working popula­
the instructors so trained would teach in some 25 voca­
tional training schools. The Special Fund would finance the
services of experts for this programme, planned to last four
years. It would also provide material and equipment. The
Government would be responsible for the cost of the buildings
to be made available for the project and the cost of their adapta­
tion, and the payment of salaries for Yugoslav specialists, clerical
and other staff. The contribution of the Special Fund would be
$305,000, and that of the Government is estimated at an
equivalent of $2,000,000 plus buildings.

5. The contribution of the Special Fund to the 13
projects referred to in paragraph 2 and which constitute
the first programme would amount to a total of
$7,550,000. Of this, the three projects for India, Poland
and Yugoslavia would take up a total of $2,465,000.

6. The Managing Director of the Special Fund was
authorised by the Governing Council at its meeting in
New York, 26 to 28 May 1959, to conclude appropriate
agreements with Governments and with Executing
Agencies, giving due regard to the views expressed in
the Governing Council 1. These views were expressed on the texts of projects submitted by the Managing
Director to the Governing Council of the Fund; certain
members of the Council held that these projects were
acceptable as they stood; according to other members
they required extensive revision; and certain members
suggested that in drafting these projects the Basic
Agreements concluded under the Expanded Programme
of Technical Assistance should be taken as a guide. Under
these circumstances the Governing Council of the
Special Fund took the decision mentioned above.

7. The draft basic agreement with the Executing
Agencies will set out the principles of co-operation between the beneficiary governments, the Special Fund
and the Executing Agencies. It will define the relationship
of the Executing Agencies to the Special Fund, and
contains general provisions relating to the budget of projects, the grant by the Special Fund and the
funding of the necessary means for the implementation of the projects, and covers administrative and financial arrangements as between the Fund and the Executing Agencies.

8. The basic agreement is designed to cover all
matters which are common to all the projects. There
is also provision in the case of each project, for an
exchange of letters which will have the value of an ad­
tional protocol to the basic agreement incorporating all
the special terms of the project, including the plan of
operations, finance, supervision and reporting. The
Governing Council of the Special Fund also authorised the Managing Director to exchange separate letters for each project with the governments and the Executing Agencies.

q. In view of the authorisation given by the Governing
Council to the Managing Director of the Fund, the
Governing Body of the I.L.O. will no doubt wish to authorise
the Director-General:
(a) to agree that the Organisation should be designated as
an Executing Agency for projects under the Special
Fund, when so requested by the Managing Director
of the Fund;
(b) to conclude the necessary basic agreement and make the
necessary exchange of letters with the Special Fund
for the execution of the said projects.

EIGHTH SUPPLEMENTARY REPORT
Governing Body Proposals relating to the Procedure for the
Appointment of Committees by the Conference

On 8 June 1959, the Conference approved Sections I
to III of the proposals submitted to it by the Governing
Body as follows:

I. PRINCIPLES

The Conference has the duty to ensure equality of treatment
for all members attending the Conference. Specifically this
principle applies to the question of full participation in the
work of the committees of the Conference.

II. MEMBERSHIP OF COMMITTEES

1. The following procedure shall apply to all committees
appointed by the Conference with the exception of the Selection
Committee, the Credentials Committee, the Finance Committee
of Government Representatives and the Drafting Committee.

2. Every delegate making application to his group for
membership of a committee shall be placed on the list of members of that
committee.

3. The Conference, on the recommendations of the Confer­
ence groups 1, will decide in respect of each committee how many
and which members of each group in the committee shall have
the right to vote. These members shall be known as the voting
section of each group in the committee and the other members
as the non-voting section of the group.

1 It is intended that up to this stage the existing practice of submission to the
Conference through the Selection Committee should be followed.

III. APPEALS

1. A delegate who is aggrieved as a result of not being included
in the voting section of his group in a committee shall have the
right of appeal to the Conference.

2. In such a case the Conference shall without debate transmit
the appeal to a Board selected from a panel of independent
persons who have been previously appointed by the Conference.

3. The Board shall determine whether the delegate con­
cerned shall be added to the voting section of his group in the
Committee. If the Board so decides, the Conference shall make
the necessary arrangements to preserve the equality of voting
strength among the three groups in the committee. In no case
shall more than two delegates be added to the voting section of
any one committee.

4. The Board’s decision shall be final. It shall be trans­
mited to the Conference and put into effect by the Conference
without debate.

5. The Board shall be appointed in the following manner:
(a) the Governing Body shall recommend, on the basis of nomi­
nation by the Director-General, a panel of five persons of
internationally recognised independence and impartiality for
appointment for a period of three years by the Conference;
The Director-General is now called upon to submit to the Governing Body, pursuant to paragraph III, 5 (a) above, the nominations on the basis of which the Governing Body is to make its recommendations concerning appointment of the panel by the Conference.

The Director-General, therefore, submits the following names to the Governing Body:

René Cassin (French), Vice-President of the Conseil d'État; for many years member of the French Delegation at the Assembly of the League of Nations and the General Assembly of the United Nations; Member and formerly President of the United Nations Commission on Human Rights; Member of the European Court of Human Rights.

Sir Hector Hetherington, K.B.E. (British), Principal and Vice-Chancellor of the University of Glasgow; formerly Chairman, Royal Commission on Workmen's Compensation and Board of Enquiry into Wages Agreement in Cotton Manufacture; formerly Member, National Arbitration Tribunal and Industrial Tribunal.

Mr. A. Emil F. Sandström (Swedish), Formerly Judge of the Supreme Court of Sweden; formerly President of the Swedish Industrial Disputes Tribunal; President of the Swedish Red Cross; formerly President of the Anglo-German Mixed Arbitral Tribunal; Chairman of the International League of Red Cross Societies; Member and formerly Chairman of the International Law Commission of the United Nations.

Mr. Caracciolo Parra-Pérez (Venezuelan), Formerly Minister of Foreign Affairs of the United States of Venezuela; formerly Venezuelan Minister or Ambassador to Italy, United Kingdom, Switzerland, Spain and France; President of the Venezuelan Delegation, Inter-American Conference for the Maintenance of Peace, Buenos Aires, 1936, Third Meeting of Foreign Ministers, Rio de Janeiro, 1942, Inter-American Conference on War and Peace Problems, Mexico, 1945, and United Nations Conference on International Organisation, San Francisco, 1945; Chairman of the Judicial Organisation Committee of the United Nations Conference on International Organisation, San Francisco, 1945; Member of the Venezuelan Delegation at the International Labour Conference in the early 1920s; Venezuelan Delegate at the Assembly of the League of Nations; Member of the Supervisory Commission of the League of Nations, 1923-35.

Mr. M. K. Vellodi (Indian), Indian Ambassador to Switzerland; formerly Chief Minister of Hyderabad; Secretary of the Ministry of States and Secretary of the Ministry of Defence of the Government of India; Leader of the Indian Delegation at the Copenhagen Preparatory Maritime Conference, 1945, and the Seattle (Maritime) Session of the International Labour Conference, 1946, where he was Chairman of the Committee on Hours, Wages and Manning.

Ninth Supplementary Report

Report of the Officers of the Governing Body

Invitation to the European Economic Community to Be Represented by an Observer at the 43rd Session of the Conference.

In view of the fact that the Agreement between the International Labour Organisation and the European Economic Community does not specifically provide for reciprocal representation at meetings convened by the two organisations, no invitation was issued to the European Economic Community to be represented at the 43rd Session of the International Labour Conference.

Paragraph 13 of the Agreement provides that it may be supplemented after consultation of the competent organs of the two organisations by additional provisions concerning reciprocal representation at meetings dealing with questions of common concern to the two organisations. Discussions concerning such supplementary arrangements are now taking place. Pending the completion of these discussions, the Officers of the Governing Body recommend the Governing Body to issue to the European Economic Community an invitation to be represented by an Observer at the 43rd Session of the Conference.

Tenth Supplementary Report

Procedure for the Appointment of Committees by the Conference

1. On 8 June 1959 the Conference approved, with one amendment, the proposals relating to the procedure for the appointment of committees by the Conference submitted to it by the Governing Body.

2. On 9 June 1959, pursuant to Section III 5 (a) of those proposals, the Governing Body recommended, on the basis of nominations by the Director-General, five persons of internationally recognised independence and impartiality for appointment by the Conference, for a period of three years, as members of the panel from which the Appeals Board referred to in the said proposals is to be selected.

3. This recommendation was approved by the Conference on 10 June 1959.

4. The names of the five members of the panel are as follows:

Mr. René Cassin (French).
Sir Hector Hetherington, K.B.E. (British).
Mr. A. Emil F. Sandström (Swedish).
Mr. Caracciolo Parra-Pérez (Venezuelan).
Mr. M. K. Vellodi (Indian).

5. According to Section III 5 (b) of the said proposals, the Governing Body shall appoint an Appeals Board consisting of three persons selected from the panel of five persons.

6. The Governing Body is now called upon to select three of the above five persons to serve as the Appeals Board for this year.

Eleventh Supplementary Report

Organisations Admitted to the Special List of Non-Governmental Organisations

Since the establishment of the Special List of Non-Governmental Organisations in 1956 the Officers of the Governing Body have admitted 40 organisations to the List. It seems appropriate to communicate to the Governing Body the names of those organisations. The List, in the order of admission by the Officers, is given below:

(Official Titles)

1. World Young Women's Christian Association.
2. Young Christian Workers (International)
5. World Young Women's Christian Association.
6. Young Christian Workers (International)

Mr. M. K. Vellodi (Indian), Indian Ambassador to Switzerland; formerly Chief Minister of Hyderabad; Secretary of the Ministry of States and Secretary of the Ministry of Defence of the Government of India; Leader of the Indian Delegation at the Copenhagen Preparatory Maritime Conference, 1945, and the Seattle (Maritime) Session of the International Labour Conference, 1946, where he was Chairman of the Committee on Hours, Wages and Manning.

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18. World Veterans Federation.
22. International Federation of Senior Police Officers.
23. Young World Federals.
27. International Union against Tuberculosis.
29. International Federation of Business and Professional Women.
30. International Federation of University Women.
32. International Alliance of Women—Equal Rights, Equal Responsibilities.
33. Society of Comparative Legislation.
34. International Catholic Secretariat for Technologists, Agriculturists and Economists.
35. International Federation of Women Lawyers.
37. International Association for Vocational Guidance.
38. Co-ordinating Board of Jewish Organisations for Consultation with the Economic and Social Council of the United Nations.
39. World Jewish Congress.
40. World ORT Union.
41. Union of International Associations.
42. International Abolitionist Federation.
43. Consultative Council of Jewish Organisations.
44. International Council of Nurses.
46. World Federation of the Deaf.
47. International Council of Women.
48. International Association for Education and Vocational Information.
49. World Assembly of Youth.

Twelfth Supplementary Report

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

Installation Allowances for Officials of the African Field Office.

1. Article 118 of the Staff Regulations provides as follows:

No exception may be made to these Regulations unless the official concerned consents and only if such exception does not prejudice the interests of any other official or group of officials.

Any such exception entailing additional expenditure shall be notified to the Governing Body.

Pursuant to the terms of this article, the Director-General wishes to inform the Governing Body of cases in which an exception has been made to article 68 of the Regulations, which defines the conditions for payment of the installation allowance.

2. Article 68 of the Regulations provides as follows:

(a) An official who as a result of his appointment is obliged to change his place of residence, or an official who is transferred from one duty station to another, shall be paid an installation allowance.

(b) For an official with a wife, or with a husband in respect of whom a family allowance is payable, or with a child in respect of whom a family allowance is payable, the amount of the allowance shall be equal to 15 days of the subsistence allowance payable in accordance with Annex II. For all other officials the amount of the allowance shall be equal to 30 days of the subsistence allowance.

(c) The amount of the allowance for a wife, or for a husband in respect of whom a family allowance is payable, and for each child in respect of whom a family allowance payable shall be equal to 15 days of the subsistence allowance payable in respect of the official, provided that the allowance shall be paid only if the official certifies that the spouse or child intends to reside at the duty station for at least six months where the official’s appointment is of one year, or for one year where the appointment is longer.

(d) An allowance may be paid for a period up to double that provided for in (b) and (c) above at duty stations where exceptional housing difficulties exist.

3. When the African Field Office was opened in Lagos in January 1959 it was recognised that the housing situation for officials appointed there would be difficult. In practice, however, the difficulties have proved greater than was anticipated. Adequate housing is extremely difficult to obtain. Rents are very high and must normally be paid two or more years in advance. It appears that government officials are provided with housing at special non-commercial rentals and that similar arrangements are made in the case of United Nations International Children’s Emergency Fund staff stationed in Lagos. It has not, however, been possible to date to obtain such facilities for the staff of the I.L.O. Field Office.

4. In these circumstances, pending solution of the difficulties, the Director-General has decided to continue temporarily the payment of the installation allowance beyond the normal time limits envisaged by article 68 (b) and (d) of the Staff Regulations. As of the date of this paper, the allowance is being paid, in excess of the statutory time limits, to two officials at the rate of $17 per day, which is the rate of subsistence allowance applicable to Lagos. It is possible that, if the problem is not resolved in the near future, it may prove necessary to pay the allowance to other officials and to the dependants of officials for periods in excess of the statutory time limits.

5. The foregoing additional expenditure is notified in accordance with article 118.

6. This paper is submitted direct to the Governing Body for information as there will not be another meeting of the Financial and Administrative Committee in connection with the present session.

Thirteenth Supplementary Report

Report by the Officers of the Governing Body

Attendance of Observers from Non-Governmental International Organisations at Meetings of Panels of Consultants.

1. The Director-General has received letters from the International Federation of Christian Trade Unions, the International Federation of Christian Trade Unions and the World Federation of Trade Unions (all of which are organisations having consultative status with the I.L.O.) requesting invitations to be represented by observers at the meeting of the Panel of Consultants on the Problems of Women Workers, to be held in Geneva from 12 to 17 October 1959. The Governing Body will recall that at an earlier sitting of this session it decided that such requests from Non-Governmental Organisations possessing consultative status would be considered in accordance with the usual procedure.

2. After considering these applications the Officers of the Governing Body unanimously recommend to the Governing Body that invitations to attend the meeting in question as observers should be extended to the International Confederation of Free Trade Unions, the International Federation of Christian Trade Unions and the World Federation of Trade Unions.

3. The Officers further recommend to the Governing Body that Non-Governmental Organisations other than those with consultative status should not be invited to send observers to the meeting of the Panel of Consultants on the Problems of Women Workers.
Seventeenth Item on the Agenda: Programme of Meetings

Preparatory Working Group on the "Ad Hoc" Civil Aviation Meeting
1. It is proposed that the Preparatory Working Group on the Ad Hoc Civil Aviation Meeting, to be set up in pursuance of the decision taken by the Governing Body at its 139th Session (May-June, 1958), should be convened in Geneva for four days in the early autumn of 1959, at a date convenient to those concerned to be fixed by the Director-General after consultation with the Officers of the Governing Body.

Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare
2. It is proposed that the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare should meet in Geneva for six days in the early autumn of 1959 at a date to be fixed by the Director-General after consultation with the Officers of the Governing Body and the leaders of the two groups of the Joint Maritime Commission.

Advisory Committee on Salaried Employees and Professional Workers (Fifth Session)
3. At its 141st Session the Governing Body provisionally approved the dates of 30 November to 11 December 1959 for the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers, but reserved its final decision until the 142nd Session.
4. During the discussion the representative of the Federal Republic of Germany expressed the desire of his Government to invite the Committee to meet in Cologne. The Director-General has since received a formal invitation from the Federal Government to hold the meeting in Cologne. In accordance with the usual practice the host country has generously undertaken to bear the additional cost involved in holding the meeting away from Geneva. It is suggested that the Governing Body should accept with gratitude the invitation of the Federal Republic of Germany and should decide that the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers should be held in Cologne.

5. With regard to the date of the meeting, since the last session of the Governing Body the Director-General has received representations from a number of the principal international organisations of workers concerned, as well as from the German Confederation of Trade Unions, requesting that the opening date of the meeting be advanced to 23 November in order to avoid clashing with the Sixth Congress of the International Confederation of Free Trade Unions which is to open in Brussels on 3 December 1959. He has also received a letter from the Chairman of the Employers' group of the Governing Body urging that the meeting should be postponed until the beginning of 1960. After consulting the Officers of the Governing Body on these proposals, the Director-General proposes that the Governing Body should decide that the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers should be held from Monday, 23 November to Friday, 4 December 1959. It is understood that this revised date would be acceptable to the host Government.

Meeting of Experts on Employment Objectives in Economic Planning
6. During the early part of the present session the Governing Body approved proposals for a Meeting on Employment Objectives in Economic Planning for which provision has been included in the 1960 budget. It is provided that this meeting shall be convened on two separate occasions, and it is proposed that the first part of the meeting should be held in Geneva from Tuesday, 9 to Thursday, 18 February 1960.

Committee of Experts on the Application of Conventions and Recommendations (30th Session)
7. It is proposed that the annual session of the Committee of Experts on the Application of Conventions and Recommendations should be held in Geneva from Monday, 21 March to Saturday, 2 April 1960. Provision for this meeting exists in the 1960 budget.

Petroleum Committee (Sixth Session)
8. It is proposed that the Sixth Session of the Petroleum Committee should be held in Geneva from Monday, 25 April to Friday, 6 May 1960. Provision for this meeting has been made in the 1960 budget.

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1 See above, Fourth Sitting, p. 40, and Appendix XV, pp. 103-104
APPENDIX XVIII

Eighteenth Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

Building, Civil Engineering and Public Works Committee (Sixth Session, Geneva, 19-30 October 1959)

1. The Governing Body is requested to appoint a tripartite delegation to represent it at the Sixth Session of the Building, Civil Engineering and Public Works Committee. It will also be necessary to appoint a Chairman for this meeting.

Advisory Committee on Salaried Employees and Professional Workers (Fifth Session, Provisional Place and Dates: Cologne, 30 November—11 December 1959)

2. The Governing Body is requested to appoint a tripartite delegation to represent it at the Fifth Session of the Advisory Committee on Salaried Employees and Professional Workers. It will also be necessary to appoint a Chairman for this meeting.

Representation of the I.L.O. at the General Assembly of the United Nations

3. It is customary for the Governing Body to appoint a tripartite delegation to represent the I.L.O. at the annual regular session of the General Assembly of the United Nations, which this year will open on 15 September. At recent sessions the I.L.O. has been represented by a delegation consisting of the Chairman of the Governing Body and the Chairman of the International Organisations Committee with one representative each of the Employers' and Workers' groups. It is understood that the delegation will attend only if convened by the Director-General in the light of the agenda of the session. The Governing Body is requested to appoint a delegation to represent the I.L.O. at the 14th Regular Session of the General Assembly of the United Nations.

Appointment of Governing Body Members for Consultation with the Director-General concerning the Proposed International Institute for Social and Labour Studies

4. During the early part of the present session, when considering the Director-General's Report on the proposed International Institute for Social and Labour Studies, the Governing Body decided to nominate six of its members (two Government members, two Employer members and two Worker members) to be convened by the Director-General prior to the next session of the Governing Body in order to examine with him and to advise him on the details of the Institute.

5. The Governing Body is requested to nominate six of its members (two from each group) for the purpose indicated in paragraph 4 above.
APPENDIX XIX

Nineteenth Item on the Agenda: Questions Arising Out of the 43rd Session of the International Labour Conference

The Chairman of the Governing Body has received the following communication from Mr. Pierre Waline, Employers' Vice-Chairman of the Governing Body:

(Translation)


Sir,

I have the honour to inform you that the Free Employers' group of the Conference has asked the Employer members of the Governing Body to request the Governing Body to undertake, at its November session, in the light of the experience of the present Conference, a re-examination of the procedure adopted for the composition of the Committees of the Conference.

I should be grateful if you would be good enough to put this question before the Governing Body at its sitting tomorrow.

I thank you in advance and am, Mr. Chairman,

Yours, etc.,

(Signed) Pierre WALINE,
Vice-Chairman of the Governing Body.

APPENDIX XX

Twentieth Item on the Agenda: Election of Officers for 1959-60

1. At the last sitting of its 142nd Session the Governing Body will be required to elect its Officers in accordance with the following provisions of Article 1 of its Standing Orders:

ARTICLE I

Officers

1. The Officers shall consist of a Chairman and two Vice-Chairmen chosen one from each of the three groups. Only regular members of the Governing Body may be elected Officers.

2. The Officers shall be elected at a sitting of the Governing Body held at the close of the annual session of the International Labour Conference and shall hold office from their election until the election of their successors. In a year in which Governing Body elections take place the Chairman shall be elected at the first meeting of the Governing Body following the election of members of the Governing Body.

3. The Chairman shall not become re-eligible until three years after he ceases to hold office.

2. For the convenience of members of the Governing Body a list of former Chairmen is given below.

3. The Governing Body is requested to elect its Chairman and Vice-Chairmen for the coming year.

List of Chairmen of the Governing Body of the I.L.O.

Mr. Arthur Fontaine, France 1, 1919-31.
Mr. Ernest Mahaim, Belgium 1, 1931-32.
Sir Atul Chatterjee, India 1, 1932-33.
Mr. C. V. Bramsnaes, Denmark 2, 1933-34.
Mr. Giuseppe De Micheli, Italy 1, 1934-35.
Mr. Walter Riddell, Canada 1, 1935-36.
Mr. Jaromir NéCAs, Czechoslovakia 2, 1936-37.
Mr. (later Sir Frederick) Leggett, United Kingdom 1, 1937-38.
Mr. Paal Berg, Norway 2, 1938-39.
Mr. Carter Goodrich, United States 1, 1939-43.
Mr. (later Sir Guildhaume) Myrdin-Evans, United Kingdom 1, 1945-47.
Mr. Luis Alvarado, Peru 2, 1947-48.
Mr. Shamalcharee Lall, India 1, 1948-49.
Mr. Leon-Eli Troclet, Belgium 2, 1950-51.
Mr. Paul Ramadier, France 1, 1951-52.
Mr. Fernando Cisternas, Chile 2, 1952.
Mr. Fernando Garcia Oldini, Chile 2, 1953.
Mr. A. M. Malik, Pakistan 2, 1953-54.
Mr. Roberto Agó, Italy 1, 1954-55.
Mr. Arthur H. Brown, Canada 1, 1955-56.
Sir Guildhaume Myrdin-Evans, United Kingdom 1, 1956-57.
Mr. Emilio Calderón Puig, Mexico 2, 1957-58.
Mr. Julio A. Barboza-Carneiro, Brazil 2, 1958-59.

1 One of the States of chief industrial importance.
2 Elected State.
APPENDIX XXI

Twenty-First Item on the Agenda: Date and Place of the 143rd Session of the Governing Body

1. At the 140th Session it was provisionally decided that the 143rd Session of the Governing Body and its Committees should be held from 9 to 21 November 1959. It is now proposed that the Governing Body should meet from Tuesday, 17 to Friday, 20 November and that the meetings of its Committees and groups should be held from Monday, 9 to Monday, 16 November.

2. It is also proposed that the Committee to Consider the Practical Methods of Working of the International Labour Conference should meet on Saturday, 21 November, to give further consideration to the questions referred back to it by the Governing Body.

3. A draft programme of meetings for the 143rd Session is attached.\textsuperscript{1} It will be noted that, as is usual at the autumn session, all the Committees of the Governing Body are scheduled to meet in connection with this session and that a longer period than usual has been allocated to the Committee on Industrial Committees to enable it to deal with the question of the reconstitution of the Industrial and similar Committees.

\textsuperscript{1} Not reproduced here.
APPENDIX XXII

Alphabetical List of Persons Attending the Session

AGO, Roberto (Italian), Government representative; Professor of International Law, Rome University; representative of the Government of Italy on the Governing Body.

AHMAD, Faiz (Pakistani), Workers' representative; Secretary-General, All-Pakistan Confederation of Labour.

AL-WALI, Ibrahim (Iraqi), Secretary, Consulate of Iraq in Geneva; substitute for Mr. Kittani, Government representative.

APONTE, Dr. Heriberto (Venezuelan), First Secretary, Permanent Delegation of Venezuela to the European Office of the United Nations; accompanying Mr. Tarre Murzi, Government observer.

APONTA-CARNEIRO, Julio Augusto (Brazilian), Government representative; Ambassador, Permanent Delegation of Brazil on the Governing Body; Chairman of the Governing Body, 1958-59.

BAVERSTOCK, Sylvia, Liaison Officer, Department of Plans and Liaison; accompanying Mr. Bettini, representative of the Intergovernmental Committee for European Migration.

BECKER, Aaron (Israeli), Workers' deputy member; Head of the Trade Union Department, General Federation of Labour (Histadrut).

BELLINGHAM-SMITH, Christopher (United Kingdom), Principal Assistant (International), British Employers' Confederation; substitute for Sir Richard Snedden, Employers' representative.

BERGSTRÖM, Gullmar (Swedish), Employers' representative; President, International Council of the Danish, Finnish, Norwegian and Swedish Employers' Confederations.

BETTINI, Emilio, representative of the Intergovernmental Committee for European Migration; Chief, Department of Plans and Liaison.

BJÖRCK, Wilhelm (Swedish), former Director-General, Paymaster-General's Office; former Secretary of State, Ministry of Social Affairs, Labour and Housing; substitute for Mr. Michanek, Government representative.

BOGLIETTI, Giuseppe, 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.

BOTHÈREAU, Robert (French), Workers' representative; General Secretary, General Confederation of Labour (Force ouvrière).

BRANA, Osvaldo M. (Argentinian), Member of the Permanent Delegation of the Republic of Argentina to the European Office of the United Nations; substitute for Mr. Pico, Government deputy member.

BRAVO, Dr. A. L. representative of the World Health Organisation (Chief, Social and Occupational Health Section).

BRAVO CARO, Enrique (Mexican), Counsellor, Permanent Delegation of Mexico to the international organisations in Geneva; accompanying Mr. Calderón Puig, Government representative.

BURNIE, Sir Lewis, C.B.E. (Australian), Employers' representative; President of the Victorian Employers' Federation.

CALDERÓN PUIG, Emilio (Mexican), Government representative; Ambassador; representative of the Government of Mexico on the Governing Body.

CAMEJO ARGÜDN, José Enrique (Cuban), Government deputy member; Ambassador; Permanent Delegate of Cuba 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.

CAMPBELL, W. A. (Canadian), Employers' deputy member; Vice-President and Secretary, Canadian Westinghouse Company, Ltd.

CARD, Richard J. T., representative of the Organisation for European Economic Co-operation; Head of the Manpower Division.

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.


DE BOCK, Nathalias (Belgian), Workers' deputy member; National Secretary, Belgian General Federation of Labour.

DEHLAVI, S. K. (Pakistani), Government representative; Ambassador of Pakistan in Rome.

DE LONG, Allen R. (United States), Special Assistant to the Secretary, Department of Commerce; accompanying Mr. Lodge, Government representative.

DIÁZ SALAS, Juan (Chilean), Employers' representative; Secretary-General of the Confederation of Production and Commerce.

DREYER, Erik (Danish), Government deputy member; Permanent Secretary of State. Ministry of Social Affairs.


DROGUET DEL FIERRO, Alvaro (Chilean), Government representative; Envoy Extraordinary and Minister Plenipotentiary; Permanent Delegate of Chile to the international organisations in Geneva.

DUDLEY-MARTIN, William, Assistant to the Secretary-General of the International Organisation of Employers; accompanying Mr. Emery, observer representing the I.O.E.

DÜNDAR, Haydar (Turkish), Employers' deputy member; President of the Board of Directors, İzmir Chamber of Commerce.

DUNNING, H. A. (United Kingdom), International Department, British Trades Union Congress; accompanying Sir Alfred Roberts, Workers' representative.

EGGERMANN, Georges, observer representing the International Federation of Christian Trade Unions; Permanent Representative of the I.F.C.T.U. accredited to the international organisations in Geneva.

EMERY, Georges, observer representing the International Organisation of Employers; Secretary-General of the I.O.E.; Secretary of the Employers' group.

ERBAN, Evžen (Czechoslovak), Government representative; President, State Social Security Office; representative of the Government of Czechoslovakia on the Governing Body.

ERDMANN, Ernst-Gerhard (German, Federal Republic), Employers' deputy member; Chief of the International Social Policy Division, Confederation of German Employers' Associations.

ERNST, Hermann (German, Federal Republic), Senior Counsellor, Ministry of Labour and Social Affairs; accompanying Mr. Clausen, Government representative.

FAIRA, Hugo de 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.

FERRER, Inocencio (Philippine), Government representative; Chairman of the House Committee on Labor and Industrial Relations.

FUENTE LOCKER, Max de LA (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 H. (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.

GHAYOUR, Massoud (Iranian), Employers' representative; Vice-President, Executive Committee, Industrial Employers' Association of Iran.

GLOZAR, Milan (Czechoslovak), Third Secretary, Permanent Mission of Czechoslovakia to the European Office of the United Nations; accompanying Mr. Erban, Government representative.


GUSSOUS, Abdelhamid (Moroccan), Government deputy member; Labour Inspector; Attaché de Cabinet, Ministry of Labour and Social Affairs.

HAFEZI, Dr. H., Medical Liaison Officer, accompanying Dr. Bravo, representative of the World Health Organisation.

HAIGHT, F. A., Special Assistant, Office of the Executive Secretary; accompanying Mr. Royer, representative of the Contracting Parties to the General Agreement on Tariffs and Trade.

HARAGUCHI, Yukitaka (Japanese), Workers' deputy member; President, General Council of Trade Unions of Japan.

HAUCK, Henry (French), Minister Plenipotentiary; Labour Attaché in the French Embassy, London; substitute representative of the French Government on the Governing Body.

HAYTHORNE, George V. (Canadian), Government representative; Assistant Deputy Minister of Labour; representative of the Canadian Government on the Governing Body.

HEIDER, Alfred (German, Federal Republic), Expert (Office of the President), Executive Board, German Confederation of Trade Unions; accompanying Mr. Richter, Workers' representative.

HEINRICI, Sten-Eric (Swedish), Chief of the International Relations Section, Ministry of Social Affairs, Labour and Housing; accompanying Mr. Michanek, Government representative.

HODGETTS, Bartley John (Australian), Executive Officer (International Relations), Department of Labour and National Service; substitute for Mr. Shaw, Government deputy member.

VON HOLSEN, Johan (Swedish), Secretary, Swedish Employers' Confederation; accompanying Mr. Berghenström, Employers' representative.

HUVANANDANA, Dr. Malai (Thai), Government deputy member; Deputy Director-General, Department of Public Welfare; representative of the Government of Thailand on the Governing Body.

JAY, R. Harry (Canadian), First Secretary, Canadian Permanent Mission to the European Office of the United Nations; substitute for Mr. Haythorne, Government representative.

JOSZ, Claude (Belgian), Government representative; Deputy Chief of the Private Office of the Minister of Labour.

KACHCHO, Antoine (United Arab Republic), Workers' substitute deputy member; International Representative of the General Confederation of Labour.


KANDORINA, Mrs. L. A. (U.S.S.R.), Stenographer, Ministry of Foreign Affairs; accompanying Mr. Goroshkin, Government representative.

KAUFMANN, Max (Swiss), Government deputy member; Former Director, Federal Office of Industry, Arts and Crafts and Labour; representative of the Government of Switzerland on the Governing Body.

KAWASAKI, Ichiro (Japanese), Government representative; Envoy Extraordinary and Minister Plenipotentiary; Permanent Delegate of Japan to the international organisations in Geneva; representative of the Government of Japan on the Governing Body.


KUDO, Seiji (Japanese), First Secretary, Permanent Delegation of Japan to the international organisations in Geneva; substitute representative of the Government of Japan on the Governing Body.
MURDIN-EVANS, Charles (Swiss), Employers' deputy member; Secretary, Central Federation of Swiss Employers' Associations.

KYRIAKOPOULOS, Andreas (Greek), Workers' deputy member.

LAGARDE, Raphaël, Assistant Secretary-General of the International Organisation of Employers, accompanying Mr. Emery, observer representing the I.O.E.


Lodge, George C. (United States), Government representative; Assistant Secretary of Labor, International Affairs, U.S. Department of Labor.

MAHER, Charles Ernest, C.B. (United Kingdom), Accountant-General, Ministry of Labour and National Service; accompanying Sir Guildhaume Myrddin-Evans, Government representative.

MAINWARING, John (Canadian), Labour Attaché, Canadian Embassy, Brussels; accompanying Mr. Haythorne, Government representative.

MAKAREVICH, Igor Viktorovich (U.S.S.R.), Expert; Secretary, International Economic Organisations Section, Ministry of Foreign Affairs; accompanying Mr. Goroshkin, Government representative.

MAKEEV, Evgenii Nikolaevich (U.S.S.R.), Counsellor; Second Secretary, International Economic Organisations Section, Ministry of Foreign Affairs; accompanying Mr. Goroshkin, Government representative.

MANZONI, Vittorio (Italian), International Affairs; present representative of the Italian Government on the Governing Body.


MERANI, M. (Italian), Government representative; Chief of Service, Ministry of Overseas France; accompanying Mr. Ramadier, Government representative.

MISHIRO, Akio (Japanese), Employers' substitute deputy member; co-owner of the United Mautner-Markhof Yeast Company.

Moh-Chin-Nor, Manzio (Italian), Law and International Labour Questions Section, General Confederation of Italian Industry; substitute for Mr. Campanella, Employers' representative.

MOHIN, Jean (Swiss), Workers' deputy member; Secretary, Swiss Federation of Trade Unions.

MULLIKEN, Otis E. (United States), Deputy Director, Office of Economic and Social Affairs, Department of State; accompanying Mr. Lodge, Government representative.

MyrRDiN-EVANS, Sir Guildhaume, K.C.M.G., C.B. (United Kingdom), Government representative; Chief International Labour Adviser to His Majesty's Government; Deputy Secretary, Ministry of Labour and National Service; representative of the Government of the United Kingdom on the Governing Body.

NASSR, Marwan (Lebanese), Employers' substitute deputy member; Association of Lebanese Industrialists.

NIELSEN, Einar (Danish), Workers' representative; Vice-President, Confederation of Danish Trade Unions.

O'BRIEN, John (Irish), Employers' deputy member; Director-General, Federated Union of Employers.

OSHIMA, Yasushi (Japan), Director, Labour Statistics and Research Division, Ministry of Labour; accompanying Mr. Kawasaki, Government representative.

PARKER, Cola G. (United States), Employers' representative; Chairman of the Board of the National Association of Manufacturers.

PATTEK, Herman, observer representing the International Confederation of Free Trade Unions; Permanent representative of the I.C.F.T.U. in Geneva; Secretary of the Workers' group.

PAVLIAK, Přibyslav (Czechoslovak), Permanent Delegate of Czechoslovakia to the European Office of the United Nations; substitute for Mr. Erban, Government representative.

PELISSON, Pierre (French), Inspector-General of Labour and Social Legislation; Chief of Labour and Manpower Service, Ministry of Overseas France; accompanying Mr. Ramadier, Government representative.

PEQUENO, Syndulpho de Azevedo (Brazilian), Workers' representative; President, Brazilian Federation of Land Transport Workers.

PICO, Mario Raúl (Argentinian), Government deputy member; Envoy Extraordinary and Minister Plenipotentiary; Permanent Delegate of the Republic of Argentina to the European Office of the United Nations; representative of the Argentine Government on the Governing Body.

POMÈS, Victor (Uruguayan), Government deputy member; Minister Plenipotentiary; Permanent Delegate of Uruguay to the European Office of the United Nations; representative of the Government of Uruguay on the Governing Body.

POSTERARO, Gabriele (Italian), International Affairs Division, Ministry of Labour and Social Welfare; accompanying Mr. Ago, Government representative.

PURPURÀ, Rosario (Italian), Director-General of Industrial Relations, Ministry of Labour and Social Welfare; substitute representative of the Italian Government on the Governing Body.

RAMADIER, Paul (French), Government representative; former Minister, representative of the French Government on the Governing Body.

REHLING, Clinton, External Liaison Officer, accompanying Mr. Spinelli, representative of the United Nations.

RIBEIRO DA CUNHA, Alexandre (Portuguese), Government deputy member; Chief of Service, Ministry of Corporations and Social Welfare; substitute representative of the Government of Portugal on the Governing Body.

RICHARDSON, David (United Kingdom), Ministry of Labour and National Service; accompanying Sir Guildhaume Myrddin-Evans, Government representative.

RICHTER, Willi (German, Federal Republic), Workers' representative; President, German Confederation of Trade Unions.

ROBERTS, Sir Alfred, C.B.E., J.P. (United Kingdom), Workers' representative; Member of the Trades Union Congress General Council; Vice-Chairman of the Governing Body.
SPINELLI, Pier Pasquale, representative of the United Nations;
ROYER, Jean, representative of the Contracting Parties to the General Agreement on Tariffs and Trade (Deputy Executive Secretary);
RUPPERT, M. (Netherlands), Workers' deputy member; President, Netherlands Federation of Christian Trade Unions;
SABRERO MONToya, Arturo (Peruvian), Workers' substitute deputy member; General Secretary, Peruvian Workers' Confederation;
SAINTIGNY, Gabriel (French), Member of the Paris Chamber of Commerce; President of the National Federation of Chemical Products; accompanying Mr. Waline, Employers' representative;
SANCHEZ MADARAGA, Alfonso (Mexican), Workers' representative; Secretary, Federal District Workers' Federation;
SAUTIN, Ivan Vasilievich (U.S.S.R.), Counsellor; Chief of International Relations Division of the State Labour and Wages Committee; accompanying Mr. Goroshkin, Government representative;
SAJEDDIN, Mahjoub (Moroccan), Workers' deputy member; General Secretary, Moroccan Federation of Labour;
SEIDMAN, Bertrand (United States), Economist, Research Department, A.F.L.-C.I.O.; accompanying Mr. Faupl, Workers' representative;
SHAW, Patrick (Australian), Government deputy member; 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.), Counsellor; Director of the I.L.O. Section, Ministry of Foreign Affairs; accompanying Mr. Goroshkin, Government representative;
SIGGWSORTH, Mrs. I. I. (United Kingdom), Ministry of Labour and National Service; accompanying Sir Guildhaume Myrddin-Evans, Government representative;
SNEDDEN, Sir Richard, C.B.E., L.L.D. (United Kingdom), Employers' representative; Chairman of the International and Industrial Relations Standing Committee and Member of the General Purposes Committee and Council of the British Employers' Confederation;
SOUMAH, David, President of the African Confederation of Christian Workers; accompanying Mr. Eggermann, observer representing the I.F.C.T.U.;
SPINELLI, Pier Pasquale, representative of the United Nations; Director of the European Office;
STORKMAN, Rev. Father J. G., O.F.M., M.P. (Netherlands), Member of the Netherlands Parliament; accompanying Mr. Josz, Belgian Government representative;
STOYANOY, Todor Dimov (Bulgarian), Government observer; Third Secretary, Permanent Mission of Bulgaria accredited to the European Office of the United Nations;
TANIKAWA, Satoshi (Japanese), Correspondent in Europe, Japan Federation of Employers' Associations; accompanying Mr. Mishiro, Employers' deputy member;
TARRE MURZI, Alfredo (Venezuelan), Government observer; Permanent Delegate of Venezuela to the European Office of the United Nations;
TATA, Naval H. (Indian), Employers' representative; Director, Tata Industries Limited, Bombay; President, Employers' Federation of India;
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 for International Organisations in Geneva; accompanying Mr. Lodge, Government representative;
VAN DEN DAEL, Georges (Belgian), Member of the House of representatives; substitute for Mr. Josz, Government representative;
VANEK, Joseph, representative in Geneva of the International Organisation of Employers; accompanying Mr. Emery, observer representing the I.O.E.;
VAN LINT, Paul (Belgian), Employers' substitute deputy member; Honorary Director-General, Federation of Belgian Industries;
VAN METER, William G. (United States), Assistant Manager, Labor Relations and Legal Department, Chamber of Commerce of the United States; substitute for Mr. Parker, Employers' representative;
VÉGÁRZON, Carlos R. (Uruguayan), Employers' substitute deputy member; President, Petroleum Institute of Uruguay; President, Ericsson, S.A. (Uruguay);
VEILBY, Arne (Danish), Acting Chief of the International Relations Division, Ministry of Labour and Social Affairs; substitute for Mr. Dreyer, Government deputy member;
WALINE, Pierre (French), Employers' representative; General Delegate, Federation of Metal and Mining Industries; Vice-Chairman of the Governing Body;
WALLIN, Michel (Belgian), Counsellor, Ministry of Labour; substitute for Mr. Josz, Government representative;
WHITLOCK, William Arthur [New Zealand], Vice-President of the New Zealand Employers' Federation; substitute for Sir Lewis Burne, Employers' representative;
YLLANES RAMOS, Fernando (Mexican), Employers' representative; Member of the Executive Committee and Counsellor of the Confederation of Chambers of Industry;
YÜ, Tsune-chi (Chinese), Government representative; Ambassador of the Republic of China to Italy; representative of the Chinese Government on the Governing Body;
ZADOR, Endre (Hungarian), Government observer; First Secretary, Hungarian Permanent Mission to the European Office of the United Nations;
ZEMPEL, Arnold L. (United States), Executive Director, Office of International Labor Affairs, Department of Labor, substitute representative of the United States Government on the Governing Body;
ZOFKA, Borek, representative in Geneva of the International Trade Secretariats; accompanying Mr. Patteet, observer representing the I.F.C.T.U.
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