INTERNATIONAL LABOUR OFFICE

MINUTES

OF THE

148TH SESSION

OF

THE GOVERNING BODY

GENEVA, 7-10 MARCH 1961
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Diplomatic Conference on the International Protection of Performers, Producers of Phonograms and Broadcasting Organisations  
Meeting of Experts on Electrical Accidents and Related Matters  
Asian Advisory Committee (11th Session)  
Committee on Work on Plantations (Fourth Session)  
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The Governing Body of the International Labour Office

MINUTES OF THE 148TH SESSION

The 148th Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 7 to Friday, 10 March 1961.

The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Government group:
- Argentina: Mr. Pico.
- Canada: Mr. Haythorne.
- Ceylon: Mr. Abeywira.
- China: Mr. Yu.
- Denmark: Mr. Dreyer.
- France: Mr. Ramadier.
- Federal Republic of Germany: Mr. Clausen.
- Ghana: Mr. Anthony.
- India: Mr. Merani.
- Italy: Mr. Ago.
- Japan: Mr. Aoki.
- Netherlands: Father Stokman.
- Panama: Mr. Calamarri.
- Rumania: Mr. Geamanu.
- Tunisia: Mr. Ladhari.
- Union of Soviet Socialist Republics:
  - Mr. Goroshkin.
- United Kingdom: Mr. Slater.
- United States: Mr. Weaver.
- Uruguay: Mr. Pomés.
- Venezuela: Mr. Tarre Murzi.

Employers' group:
- Mr. Bergenström.
- Mr. Campanella.
- Mr. Erdmann.
- Mr. Ghayour.
- Lord McCorquodale.
- Mr. Mihiroro.
- Mr. Parker.
- Mr. Tata.
- Mr. Waline.
- Mr. Yllanes Ramos.

Workers' group:
- Mr. Ahmad.
- Mr. Ambekar.
- Mr. Collison.
- Mr. De Bock.
- Mr. Faupl.
- Mr. Kaplansky.
- Mr. Monk.
- Mr. Möri.
- Mr. Richter.
- Mr. Sánchez Madariaga.

The following regular representatives were absent:

Government group:
- United Kingdom: Mr. Rossetti.

Employers' group:
- Mr. Machado Neto.

Workers' group:
- Mr. Nielsen.
- Mr. Ben Seddiq.

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

Government group:
- Bulgaria: Mr. Tzankov.
- Chile: Mr. Riccio.
- Finland: Mr. Lappalainen.
- Israel: Mr. Kahany.
- Mexico: Mr. Bravo Caro.
- Morocco: Mr. Lahrizi.
- Pakistan: Mr. Hamid Ali.
- Peru: Mr. De la Fuente Locker.
- United Arab Republic: Mr. Said Salama.
- Viet-Nam: Mr. Phan-Trong-Nhiem.

Employers' group:
- Mr. Muro de Nadal.
- Mr. Nasr.
- Mr. Fenema.
- Mr. O'Brien.
- Mr. Rifaat.
- Mr. Robinson.
- Mr. Wajid Ali.
- Mr. Desmaison.
- Mr. Kuntschen.
- Mr. Calheiros Lopes.

Workers' group:
- Mr. Borna.
- Mr. Bouladoux.
- Mr. Hernandez.
- Mr. Koite.
- Mr. Parmigiani.
- Mr. Sabrosso Montoya.
- Mr. Storti.
- Mr. Shita.
The following representatives of States Members of the Organisation were present as observers:

Australia: Mr. ARNOTT.
Austria: Mr. HEMPEL.
Brazil: Mr. BARBOZA-CARNEIRO.
Costa Rica: Mr. DONADIEU.
Czechoslovakia: Mr. KLUSÁK.
Dominican Republic: Mr. SAVIŠNÓN.
Hungary: Mr. VARGA.
Iran: Mr. AZIMI.
Iraq: Mrs. AFNAN.
Poland: Mr. KULAGA.
Union of South Africa: Mr. LOCK.
Yugoslavia: Mr. KOMATINA.

There were also present:

Mr. MORSE, Director-General of the International Labour Office.
Mr. RENS, Deputy Director-General.
Mr. JENKS, Assistant Director-General.
Mr. YALDEN-THOMSON, Assistant Director-General.
Mr. AMMAR, Assistant Director-General.
Mr. BLANCHARD, Assistant Director-General.
Mrs. FIGUEROA, Assistant Director-General.
Mr. RICHES, Treasurer and Financial Controller.
Miss NATZIO, Acting Secretary of the Governing Body.

Representatives of international governmental organisations:

United Nations: Mr. LUKE.
Office of the High Commissioner for Refugees: Mr. JAEGGER.
Food and Agriculture Organisation of the United Nations: Mr. DEY.
United Nations Educational, Scientific and Cultural Organisation: Mr. ERCHOV.
World Health Organisation: Dr. SHOIB.
General Agreement on Tariffs and Trade: Mr. ROYER.
Intergovernmental Maritime Consultative Organisation: Mr. NIELSEN.
Organisation for European Economic Co-operation: Mr. VON ARNIM.
Council of Europe: Miss RENTIER.
High Authority of the European Coal and Steel Community: Mr. VINCK.
European Economic Community: Mr. DE MUYNCK.
Intergovernmental Committee for European Migration: Mr. BETTINI.
League of Arab States: Mr. MOUSTAFA.

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. LAGASSE.
World Federation of Trade Unions: Mr. BOGLIETTI.

Substitutes and Advisers:

Mrs. ALEGRIA, substitute for Mr. BRAVO CARO.
Mr. ALEXE, accompanying Mr. GEAMANU.
Mr. ASSCHER, accompanying Mr. JAEGGER.

Mr. BERTRAND, accompanying Mr. ERCHOV.
Mr. BORISOV, accompanying Mr. GOROSHKIN.
Mr. BUJOR, accompanying Mr. GEAMANU.
Mr. CAMPOA, accompanying Mr. PICO.
Mr. CARASALES, substitute for Mr. PICO.
Mr. CASSELS, accompanying Mr. SLATER.
Mr. CRAPO DE CAPRONA, accompanying Mr. DEY.
Mr. DE LONG, accompanying Mr. LODGE.
Mr. DENYS, accompanying Father STOKMAN.
Mr. DUDLEY-MARTIN, accompanying Mr. LA Gasse.
Mr. DUNNING, accompanying Mr. COLLISON.
Mr. ERNST, accompanying Mr. CLAUSEN.
Mr. FORSYTH, accompanying Mr. RAMADIER.
Mr. GAVRILOV, accompanying Mr. TZANKOV.
Mrs. GIRARD, accompanying Mr. RAMADIER.
Mr. GOLTIJEB, accompanying Mr. HAYTHORNE.
Mr. GOULET, accompanying Mr. HAYTHORNE.
Mr. GOURJA, substitute for Mr. LAHRZI.
Miss GROFFIER, accompanying Mr. LAGASSE.
Mr. HANCOX, accompanying Mr. BETTINI.
Mr. HAUCK, substitute for Mr. RAMADIER.
Mr. HEIDER, accompanying Mr. RICHTER.
Mr. HENDERSON, accompanying Mr. ARNOTT.
Mr. HEYER, accompanying Mr. PATTEET.
Mr. VON HOLTE, accompanying Mr. BERGENSTROM.
Mr. HULINSKY, substitute for Mr. KLUSÁK.
Mr. IONASCO, accompanying Mr. GEAMANU.
Mr. KAMEL, substitute for Mr. SAÏD SALAMA.
Mr. KITAMURA, accompanying Mr. AOKI.
Mr. KUDO, substitute for Mr. AOKI.
Mr. LAWYER, accompanying Mr. LODGE.
Mr. LEE, substitute for Mr. YO.
Mr. LUCIOLI OTTIERI, accompanying Mr. AGO.
Mrs. LUKANIOVA, accompanying Mr. TZANKOV.
Mr. LYSIKOV, accompanying Mr. GOROSHKIN.
Mr. MAINWARING, accompanying Mr. HAYTHORNE.
Mr. MALIKOV, accompanying Mr. GOROSHKIN.
Mr. MERMILLOD, accompanying Mr. WALINE.
Mr. MOCHI-ONORI, substitute for Mr. CAMPANELLA.
Mr. NEDA, accompanying Mr. GEAMANU.
Mr. NETTEY, substitute for Mr. ANTHONY.
Mr. OECHSLIN, accompanying Mr. LAGASSE.
Mr. ORCHARD, accompanying Mr. SLATER.
Mr. PANTOS, accompanying Mr. PARKER.
Mr. PATERSON, substitute for Mr. PARKER.
Mr. PEREZ CHIRIBOGA, accompanying Mr. TARRE MURZI.
Mr. PETROV, accompanying Mr. TZANKOV.
Mrs. PILIPCHUK, accompanying Mr. GOROSHKIN.
Sir George POLLOCK, substitute for Lord MCCAQQODALE.
Mr. POSTERARO, accompanying Mr. AGO.
Mr. PROCTOR, accompanying Lord McCORQUODALE.
Mr. PURPURIA, substitute for Mr. AGO.
Mr. QUIJADA, accompanying Mr. TARRE MURZI.
Mr. RAHARDT, accompanying Mr. BETTINI.
Mr. RAVN, substitute for Mr. DREYER.
Mr. REED, accompanying Mr. ROYER.
Mr. ROWELL, accompanying Mr. LODGE.
Mr. SCHLOTVELDT, accompanying Mr. ERDMANN.
Mr. SOHNS, substitute for Father STOKMAN.
Mr. TANIKAWA, accompanying Mr. MISHIRO.
Mr. TERRIEF, accompanying Mr. TZANKOV.
Mr. THOMAS, accompanying Mr. CLAUSEN.
Mr. VERMEULEN, accompanying Mr. VON ARNIM.
Mr. EL WAKIL, accompanying Mr. MOUSTAFA.
Mr. WEINER, accompanying Mr. LODGE.
Mr. ZHUMATOV, accompanying Mr. GOROSHKIN.
Mr. ZOFKA, accompanying Mr. PATTEET.
MINUTES OF THE FIRST SITTING

(Tuesday, 7 March 1961—11.30 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Mr. Abeywira, Mr. Agó, Mr. Ahmad, Mr. Ambedkar, Mr. Anthony, Mr. Aqil, Mr. Bergénström, Mr. Calamari, Mr. Campannela, Mr. Claussens, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Eriksen, Mr. Faule, Mr. Geamanu, Mr. Ghayour, Mr. Goroshkin, Mr. Haythorne, Mr. Kaplanisky, Mr. Ladhari, Lord McCorquodale, Mr. Merani, Mr. Mishiro, Mr. Monk, Mr. Möri, Mr. Parker, Mr. Pico, Mr. Pomès, Mr. Ramadier, Mr. Sabrosó Montoya, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tato, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yú.

Opening of the Session

The Chairman welcomed members, in particular those attending the Governing Body for the first time.

First Item on the Agenda

Approval of the Minutes of the 147th Session

Subject to the insertion of any corrections notified to the Office, the Governing Body approved the minutes of the 147th Session.

Declaration of Loyalty by Mr. Riches, Treasurer and Financial Comptroller

The Governing Body took note of the declaration of loyalty by Mr. E. J. Riches, appointed Treasurer and Financial Comptroller from 3 January 1961, made as prescribed in Article 1.4 (b) of the Staff Regulations.

Contribution by the Government of the Netherlands to the Endowment Fund of the International Institute for Labour Studies

Father Stokman said that the Netherlands Government had decided to contribute to the Endowment Fund of the Institute the sum of $122,000, being 1.22 per cent. of the Fund and the same percentage as the contribution of the Netherlands to the budget of the International Labour Organisation. The amount would be paid in two equal instalments in 1961 and 1962. The payment of the 1962 instalment would, however, be conditional upon subsequent contributions being made by other States Members. The Netherlands Government believed that the Endowment Fund of the Institute should be built up by the common efforts of all, or at least a very large proportion, of the States Members of the Organisation, so as to provide the Institute with a sound and stable foundation for its activities. He hoped that governments would adopt a generous approach to the Endowment Fund.

The Governing Body took note with gratitude of the intention of the Government of the Netherlands to make a contribution of $122,000 to the Endowment Fund of the International Institute for Labour Studies, to be paid in two equal instalments in 1961 and 1962.

Third Item on the Agenda

Report of the Permanent Agricultural Committee
(Sixth Session, 24 October to 4 November 1960)

Mr. Ghayour congratulated the Permanent Agricultural Committee on the work done at its Sixth Session. In view of the importance of the third item on the Committee's agenda, namely the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development, he thought that the Governing Body should make some mention of the Committee's conclusions on this matter in its decision concerning the report.

Mr. Luker (representative of the United Nations) said that, as the covering note to the report stressed, the matters dealt with by the Committee were and would continue to be the subject of co-ordination among the international organisations concerned. The Secretary-General of the United Nations had noted with particular interest the importance given in the report to subjects of concern to the United Nations such as agrarian reform, community development and co-operatives. In response to resolutions of the General Assembly and of the Economic and Social Council, the Secretary-General was currently preparing, in close collaboration with the International Labour Organisation, the Food and Agriculture Organisation of the United Nations and the Regional Economic Commissions, a full analytical report on agrarian reform which would be submitted to the Economic and Social Council in 1962. At its 15th Session the General Assembly had further invited the Secretary-General to undertake new studies of the various factors which could impede or accelerate change in agrarian structure. Close links should be established between programmes of agrarian reform and those of community development. In technical assistance projects there should be ever closer relationships between agrarian reform, rural development and community development.

Mr. Fennema congratulated the Committee on its selection of activities in the rural sector from the very long list of points contained in the resolution concerning the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development, adopted by the International Labour Conference at its 44th (1960) Session. The reference in paragraph 37 of the conclusions adopted by the Committee to problems of integration of indigenous and “other” tribal and semi-tribal populations was confusing, as it implied that indi-
genous populations were always tribal or semi-tribal, which was not the case. In paragraph 66 of the report itself the Committee drew attention to the limited number of countries which had ratified certain agricultural Conventions and stressed the necessity of making every effort to ensure ratification of existing Conventions and their effective application. Counting the Plantations Convention, 1958 (No. 110), as an agricultural Convention and leaving aside the Right of Association (Agriculture) Convention, 1921 (No. 11), the nine agricultural Conventions had received 143 ratifications; as they had been adopted for the most part many years ago, it must be concluded that something was wrong in this field. The Regional Conference for the Near and Middle East held in Istanbul in November 1947 and the Fifth Conference of American States Members of the I.L.O. held in Petropolis, Brazil, in 1952 had expressed the view that existing labour legislation on agriculture was not effectively enforced either because it was not tailored to the needs of that sector, being a mere transposition to agriculture of legislation applicable to industry, or because there existed no system for giving it practical effect. He hoped that proposals for the agenda of the next session of the Permanent Agricultural Committee would include an examination of the question of whether legislation on matters concerning agricultural workers, and also the agricultural Conventions of the I.L.O., were really tailored to the needs of the agricultural sector.

The Director-General agreed that the word "other" might be omitted from the phrase concerning indigenous and tribal populations in paragraph 37 of the Committee's conclusions, so as to avoid confusion.

It was so decided.1

Mr. Tzankov said that in view of the very great importance of the matters dealt with by the Committee, including in particular the third 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 process of development, it was not sufficient for the Governing Body merely to take note of the Committee's report and conclusions. More concrete steps were required with a view to implementing the decisions of the 44th (1960) Session of the International Labour Conference. Specifically, attention with a view to action should be concentrated on agrarian reform, the improvement of the conditions of rural populations, social services and a review of labour legislation in the field of agriculture.

Agrarian reform was a basic condition for raising incomes and standards of living in rural communities, particularly in underdeveloped countries. The I.L.O. could do much useful work by providing its Members with information on the experience of other countries in this respect. Secondly, agrarian reform must imply ownership of the land by the people who cultivated it, and could best be carried out through the co-operative system, which facilitated mechanisation. In this connection the question of the role of the co-operative system as a means of raising incomes and living standards of the rural population should be placed on the agenda of the Meeting of Experts on Co-operation. In this way the I.L.O. would be assisting in the implementation of the resolutions adopted by the First African Regional Conference and by the General Assembly of the United Nations at its 15th Session. It should be borne in mind, however, that co-operatives could be effective only if proper training was provided and if they were assisted by the appropriate government services. Account should also be taken of the experience of other countries in the same field and the contribution that could be made by other organisations.

As regards labour legislation and inspection services in agriculture, he hoped that the Director-General of the F.A.O. would make proposals for including this question with a view to standard-setting in the agenda of a forthcoming session of the International Labour Conference. Proposals should also be made with a view to the adoption of an instrument setting appropriate standards for social services in agriculture, with a view to reducing existing discrepancies between the conditions of the urban and rural populations.

Mr. Dey (representative of the United Nations Food and Agriculture Organisation) said that any contribution which could be made to the raising of incomes and living conditions in rural communities by the intensification of I.L.O. action in this field would be most welcome. This was a matter in which the F.A.O. had an exceptional interest by virtue of its Constitution and resolutions of successive F.A.O. conferences, as had been reflected in its appraisal report to the Economic and Social Council and in the recent recasting of its organisational structure. The problems involved were so vast that they offered all the international organisations concerned with their different aspects great scope for expansion of activity and for mutual support and collaboration. The F.A.O.'s current and planned activities aimed directly at raising rural levels of income and living covered such matters as rural institutions and services; the development of land and water resources; farm management; processing, utilisation, storage and marketing of agricultural and livestock products; forestry techniques and the training of forestry workers; food and nutrition; and co-operatives; nutrition and home economics; and the over-all planning of agricultural development.

He was confident that the two organisations in developing the concrete details of their programmes would consult together and would take care to see that all duplication of staff and resources was avoided in those specific sectors of work in which either of the two organisations had already established programmes and was expanding its activities further. The conclusions of the Permanent Agricultural Committee referred to operational fields in several aspects of which the F.A.O. was already engaged. The F.A.O. would therefore be happy to enter into consultation with the I.L.O. in order to identify, within the broad field of common interest and in the light of past agreements and, if necessary through elaboration of further agreements, both those areas of work where the initiative of developing further programmes might perhaps best be left to one or other of the two organisations, and those other areas where it would be feasible and expedient to develop joint undertakings. By developing concrete programmes on these lines the most effective use would be made of the combined resources available to the international organisations.

1 This correction has been made in the text of Appendix III below.
Mr. Collison thought that the Permanent Agricultural Committee had done excellent work. He agreed that it might seem surprising that the Governing Body was not asked to take any decision on the Committee's conclusions on the third item on its agenda, but pointed out that the budget proposals for 1962 contained a provision of $77,000 for a rural development programme in this connection which, if adopted, would enable a start to be made on work which had been estimated to require $20 million over ten years. At the first stage what would be mainly required would be studies and seminars to ensure that practical activities, when begun, would be on the right lines.

He hoped that the Director-General would submit to an agenda, but pointed out that the budget proposals for 1962 contained a provision of $77,000 for a rural development programme in this connection which, if adopted, would enable a start to be made on work which had been estimated to require $20 million over ten years. At the first stage what would be mainly required would be studies and seminars to ensure that practical activities, when begun, would be on the right lines.

Mr. Hamid Ali welcomed the importance attached by speakers to the problems of rural workers, who constituted the vast majority of the population in the developing countries. The measures suggested in the excellent report of the Permanent Agricultural Committee were practical and should be carried out in co-ordinating progress in the rural and industrial sectors. The Committee had brought out quite clearly that progress in efficiency must be introduced in agricultural employment only as fast as the workers thereby released from jobs in agriculture could be enabled to find employment elsewhere. This required development of industry, including village and part-time industry. The Committee had also been aware, as emphasised in its report, of the need for co-ordination and co-operation not only with the United Nations and the F.A.O., but also with other organisations, including the W.H.O. However, not only were there certain parts of the field in which the I.L.O. was especially competent, but there was also one type of action which was peculiar to the I.L.O., namely labour standard-setting. It was necessary, as recommended by the Committee, that studies should be undertaken to find out why governments had not been able to ratify agricultural Conventions, and the Workers' group was anxious that standard-setting should not be forgotten in rural and agricultural development activities.

Mr. Ladhari stressed the importance of agricultural problems for a large number of developing countries, where the working population was still predominantly agricultural. The outstanding symptom of the social revolution accompanying the process from a rural to an industrial economy was the exodus from rural areas. The remedies suggested by the Permanent Agricultural Committee deserved close attention, and all the international organisations, with the I.L.O. in the forefront, should make a joint effort to find means of raising the living standards of rural populations so as to check the rate of their exodus to the towns, where they swelled the ranks of the unemployed. Social services constituted one important means; health and nutritional problems also required attention, in co-operation with the W.H.O. and the F.A.O. Another valuable means of inducing workers to remain on the land was the development of co-operatives so that they could feel that they were working for their own benefit. Employment must also be created to fill in the off-season, through the promotion of handicrafts and small industries.

Mr. Ghayour said that a committee of this kind, in which the experts came from worker and employer as well as government circles, could operate only within the tripartite framework of the I.L.O. He was particularly interested in the question of the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities and was perturbed lest this field be thought to be outside the competence of the I.L.O. Certainly it was vast and required contributions from the United Nations and other specialised agencies, and consultations must therefore take place to this effect. However, because of the tripartite nature of the I.L.O. and of its ability to take an over-all view of the context of economic activity of which agriculture was only a part, it was important that it should be left to deal with certain particular problems. These included workers' education and management development in agriculture, vocational training and productivity.

Mr. Geamanu considered that the Committee had done useful work. From its report it was clear that what the I.L.O. was doing to improve the conditions of agricultural workers bore no relation to the Organisation's real possibilities or to the immensity of the needs to be met. The economic and social situation of vast numbers of agricultural workers, particularly in the under-developed countries, was tragic. Poverty, famine and illiteracy were characteristic of the underdeveloped countries and between the industrial and agricultural sectors within a single country continued to widen. The agricultural countries, which possessed enormous natural resources and contributed 40 per cent. of the world's export trade, mostly in the form of raw materials, were precisely those where living standards were lowest. The commodity prices on which they depended continued to be characterised by chronic instability. Most international labour standards concerned workers other than agricultural workers, and the I.L.O. should give the agricultural workers more effective support so as to give them a fair share in the benefits of economic and social progress. Technical assistance was also extremely important. Therefore the Committee's proposals were clearly inadequate. The I.L.O. should work out a practical long-term programme covering all aspects of rural work and including proper standard-setting. The programme should cover measures to raise productivity and improve the health, hygiene, and educational conditions for agricultural workers. He hoped that the Director-General would submit to an
early session of the Governing Body a programme of the kind he had indicated, which should comprise both operational and research activities and draw on the experience of all agricultural Members of the Organisation, including the Socialist countries.

Mr. Slater devoted his remarks to the section of the report dealing with the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities. The rural development programme should not be isolated from the I.L.O.’s other work for rural communities; nor should it be assumed that it must be financed entirely out of I.L.O. funds. Paragraph 7 of the conclusions of the Permanent Agricultural Committee on this subject referred to the availability of increased funds under several programmes of international technical assistance and the United Kingdom Government hoped that the resources of the Expanded Programme of Technical Assistance and the Special Fund would not be lost sight of in this connection. While he welcomed the fresh impetus provided by the establishment of a special rural development programme, it must not be forgotten that this programme was in fact an extension of work already being done by the I.L.O. both through the regular budget and with funds from other sources. The Committee on Operational Programmes should keep all aspects of rural programmes under constant review to ensure that there was no risk of overlapping within the I.L.O.

Overlapping with the work of other organisations must also be avoided. There were three references in the report which caused concern in this respect. First, paragraph 26 of the Committee’s conclusions seemed to be proposing work for the I.L.O. in the field of agrarian reform which was the concern of other organisations. While the I.L.O. had a stake in this subject, the other major interests involved should not be ignored. Secondly, in connection with the question of co-operatives, referred to in paragraphs 30 to 32 of the conclusions, it was essential that I.L.O. activities should not duplicate those of the F.A.O.; perhaps the line of demarcation between the areas covered by the two organisations needed further definition. Thirdly, though paragraph 33 referred to rural processing industries as being within the field of the I.L.O., it seemed that Annex II of the Understanding Supplementary to the Agreement between the International Labour Organisation and the Food and Agriculture Organisation, dated 28 April 1955, allotted to the F.A.O. industries for the processing of agricultural products. Here again, some closer definition of the areas to be covered by the two organisations might be needed.

Subject to the need for constant co-ordination and avoidance of overlapping there was, however, more than enough scope for assistance by all organisations which could contribute in this field, and he supported the proposals in paragraph 13 of the Office covering note.

Mr. Yllanes Ramos was disturbed by some of the remarks of the representative of the F.A.O. who, in defining the F.A.O. programme within its own terms of activities, had seemed to imply that the I.L.O. had been interfering in matters of exclusive concern to F.A.O. Steps should be taken to ensure agreement between the two organisations, in respect of operational activities under other funds as well as activities under the regular budget, concerning both those fields which were to be regarded as the exclusive province of one or other organisation and those which were suitable for joint activities.

He was disappointed by the Committee’s recommendations concerning the third item on its agenda, which did not constitute a practical programme of action to implement the Conference resolution concerning the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development. Perhaps the Director-General could himself make practical recommendations for the implementation of the Conference resolution.

With respect to the suitability of existing international labour standards in the agricultural field, it should be borne in mind that a large proportion of the new member States of the I.L.O. had previously been covered by article 35 of the Constitution and might now be regarded as countries to which paragraph 3 of article 19 of the Constitution was applicable. In other words, the I.L.O. in its standard-setting activities should take very seriously the constitutional injunction to have due regard to those countries in which climatic conditions, the imperfect development of industrial organisation, or other special circumstances made conditions substantially different, and thought should be given to the modifications which might be required to meet the case of such countries.

He welcomed the reference made by a Government representative to the crucial importance of the problem of the exodus of rural populations; the only right solution was the education and raising of living standards of the people concerned. Agrarian reform, on the contrary, was not the province of the I.L.O., and in this connection he had been disturbed by the remarks of a representative of a totalitarian country. The details of agrarian reform, which was essentially a problem of how best to use the land, should be studied in the light of the particular conditions of each country and not with a view to the universal application of some general principle.

In view of the fact that the vast majority of the world’s workers were engaged in agriculture, and having regard to the immense needs of the developing countries, which were predominantly agricultural, it was essential that the primary emphasis of I.L.O. activities should be transferred for the time being to the social problems of the agricultural sector. He hoped that the Director-General would bear in mind all the suggestions made during the discussion and the need for co-ordination with other organisations concerned so that all available resources could be directed towards practical action in the rural field.

Mr. Merani welcomed the valuable work done by the Committee and hoped that it would meet regularly in the future. He was confident that the I.L.O. would make profitable use of the consultation, cooperation and collaboration offered by the representative of the F.A.O. Naturally, the Conference Committee had concentrated attention on activities which the I.L.O. could carry out on its own, but in the drafting of the resolution the F.A.O. representative had made a most valuable contribution; the Permanent Agricultural Committee had made further recommendations, and the draft 1962 budget included provision for getting the rural development programme under way. He hoped that in the not too distant future the programme would begin to show...
Mr. Haythorne said that the Canadian Government considered the work of the Permanent Agricultural Committee as a useful contribution towards implementation of the Conference resolution concerning the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities. It was perhaps understandable at the present early stage that most of the Committee's proposals in this connection were for specific projects, but it should be borne in mind that it would be necessary shortly to evolve a general broad framework of action in this field. He had been interested to hear of the special attention being given to agrarian reform by the Economic and Social Council; this was a field in which the I.L.O. had an important role to play, and it was desirable that a sound programme should be developed in co-operation with all the interested organisations. He also agreed with the representative of the F.A.O. that it was important for the two organisations to carefully define those areas where joint effort was desirable and others in which activities could be carried on more satisfactorily by one or other of the agencies separately. He would have liked to see a specific reference to joint undertakings in connection with intensification of I.L.O. activities in the rural sector, but hoped that they could be regarded as covered by the wording used by the Committee in this connection.

The rural field was so vast and presented so many complicated problems that it was essential that all available finances should be used to the best advantage. This required not only co-ordination between the international organisations concerned, but careful planning of projects and definition of the responsibilities to be assumed by the national governments. It was also essential that both the organisations and governments should take steps to encourage interest on the part of rural populations themselves.

The Director-General assured the Governing Body that the points which had been raised during the discussion would be dealt with by the Office, which had already had them in mind. The section of the report of the Permanent Agricultural Committee dealing with the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities represented, as had been agreed, an essential planning stage, and he gave an assurance that plans would be translated into action without delay.

He very much welcomed the remarks which had been made about co-ordination and the interest expressed in activities in the rural sector by the F.A.O. and the United Nations. He had issued specific instructions to those concerned in the Office to the effect that, as in the various activities under consideration responsibilities could not always be sharply demarcated, there should be continuous collaboration and co-ordination of work among the various organisations concerned. In view of the vast needs and problems to be met in the rural sector in all parts of the world, and particularly in the developing countries, there should be full scope for joint activities. The problems arising in the rural sector in developing countries were so huge that the combined resources of all the organisations were required. His instructions made it clear that no duplication of energy and effort could be tolerated and that the necessary consultations should be held with the F.A.O. to this effect. He hoped that the representative of the F.A.O. would be kind enough to ask his Director-General to see that similar action was taken by the F.A.O. in this respect, and was confident that that would be done in view of the exchanges that had already taken place between the Director-General of the F.A.O. and himself.

He could assure members of the Governing Body who had mentioned the possibility of using other funds for rural development that he was searching most carefully for every possible resource to carry out the policies of the Governing Body and the Conference.

The Governing Body adopted the proposals in paragraph 13 of the Office covering note.

The sitting closed at 1 p.m.

G. C. Lodge.
MINUTES OF THE SECOND SITTING

(Tuesday, 7 March 1961—3 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Mr. Abeywira, Mr. Agö, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenström, Mr. Calamari, Mr. Campanella, Mr. Claussen, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Erdmann, Mr. Faupl, Mr. Geamanu, Mr. Ghayour, Mr. Groshkin, Mr. Hauck, Mr. Haythorne, Mr. Kaplansky, Mr. Ladhari, Lord McCorquodale, Mr. Merani, Mr. Mishiro, Mr. Monk, Mr. Möri, Mr. Netttey, Mr. Parker, Mr. Pico, Mr. Pomés, Mr. Sabrosi Montoya, Mr. Sánchez Madariaga, Mr. Slater, Father Sténio, Mr. Tarre Muñez, Mr. Tata, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yu.

FOURTH ITEM ON THE AGENDA

(Montevideo, 3 to 12 November 1960)

Mr. Kaplansky said that the Workers' group had carefully examined the report of the Study Conference, which had been a new type of meeting in that it had been devoted exclusively to discussion, no provision being made for voting or for decisions or recommendations. Some features of the Study Conference deserved further consideration with a view to improving the techniques of such meetings and the form of participation in them. First of all, it was to be noted that from the 21 States and dependent territories in the area covered by the meeting, only 14 governments had sent participants. More serious still, workers' representatives had been included in only seven delegations. The Workers' group had had many reservations when the project had first been advanced; it feared that if workers' representatives were to be prevented from attending study conferences of this kind because they could not afford to meet the expense, the tripartite nature of I.L.O. discussions would be prejudiced and the universal character of the I.L.O. affected. On behalf of the Workers' group he therefore proposed that in its decision the Governing Body should specifically take note of the insufficient number of participants; this could be done, Mr. Tarre Muñez, Mr. Tata, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yu.

Secondly, he proposed adding to paragraph 9 (c) a request that the Director-General should also give special study to the question of protecting the principle of the tripartite nature of such conferences and of meeting the expenses of workers' representatives.

Mr. Bergenström said that his personal reactions were somewhat along the same lines as those expressed by Mr. Kaplansky. He drew particular attention to the last four subparagraphs of the paragraph of the report of the Study Conference which recorded observations made by participants regarding the organisation and results of the meeting. These stressed the value of the seminar approach, mentioned the absence of participants from certain countries and the comparatively small number of participants from workers' circles, and suggested round-table discussions after plenary sittings. He favoured the seminar approach, and for it to be successful it was important that the remarks made by Mr. Kaplansky should be taken into consideration. He could not entirely agree that the number of participants was of primary importance; what was necessary was rather to have well-balanced participation, particularly from workers' and employers' circles, even though meetings of this kind could not be regarded as tripartite in the strict sense of the word.

Mr. Waline, speaking on behalf of the absent Latin American members of the Employers' group, expressed their satisfaction at the holding of the meeting; he was sure that they would wish to support Mr. Kaplansky's remarks as Mr. Bergenström had done. Free and frank discussions along the lines of the Montevideo Study Conference were of very great interest and value, particularly on such matters as labour-management relations; it was, however, essential that they should be organised in full freedom. He therefore hoped that the experiment would be frequently repeated, with the largest possible number of participants.

Mr. Tarre Muñez welcomed the holding of the meeting and the excellent results which it had produced. While he agreed with Mr. Kaplansky's proposals, it did not appear from the report that the value of the ideas formulated had been seriously affected by the lack of participation mentioned by Mr. Kaplansky. The Venezuelan Government had attached great importance to the Montevideo Study Conference and had sent a tripartite delegation led by the Minister of Labour. It wished to see more meetings held of a similar kind, and he therefore proposed, with the support of the other Latin American representatives on the Governing Body, a further amendment to paragraph 9 of the Office covering note to the effect that the Director-General should be requested to consider the possibility of holding other meetings of the same kind in the future, perhaps on a regular basis.

Mr. Yllanes Ramos said that the Study Conference might be regarded as a pilot meeting which had given satisfactory results, in spite of the absence of certain countries, including Mexico which, for reasons beyond its control, had unfortunately been unable to take part.

One item on the agenda, the part played by legislation and collective bargaining in determining working conditions and settling labour disputes, had been prepared with special care, and the discussion had
shown that all the countries of America had reached a certain degree of maturity in direct relations between employers and workers. As the report showed, the Study Conference had reached the conclusion that the role of governments in labour-man-agement relations was marginal rather than authori-tarian or legislative, and that their efforts should be directed towards providing means of conciliation and bringing together opposed viewpoints.

The discussion of dismissal and lay-off procedures had also been particularly important as a forerunner of the discussion of the subject to be held at the 46th Session of the International Labour Conference in 1962. Systems differed from country to country in accordance with the variety of traditional institutions, but labour law was evolving. The section of the report dealing with this question, through which ran a basic preoccupation that the worker should have the greatest possible job security, was one of the most interesting parts of the whole document.

The weakest part of the report was perhaps that dealing with the contribution of universities to the improvement of labour-management relations. It was clear that while such institutions could and should provide means of assisting good labour-man-agement relations, they were mostly concerned with the teaching of general culture and academic disciplines. Perhaps the International Institute for Labour Studies might point the way to the creation of new chairs in certain universities.

In general, the most interesting and valuable aspect of the meeting had been that, not confronted with the necessity of reaching conclusions acceptable to all and hence not placed on the defensive, participants had been able freely to develop their ideas and put forward their sincere views on the questions on the agenda. The result was thus a picture of the state of social thinking at a particular place and time. He was sure that the experiment had been a success and would assist the I.L.O. towards its main objective, namely the establishment of social justice and better understanding among the parties engaged in production.

Mr. Goroshkin thought that the work of the Study Conference was without practical value to the I.L.O., since it had consisted of an exchange of very general views on the usefulness of labour-management relations. Such exchanges of views bore little relation to the aims and purposes of the International Labour Organisation and could not help to advance the workers' interests. If the Governing Body continued to permit itself the luxury of fruitless academic meetings of this kind it would rule out the possibility of concrete action on important present-day problems. It would, for instance, be more useful for the I.L.O. to encourage the participation of the trade unions in decisions relating to the everyday life of the workers, thus coming to grips with real problems.

In view of the foregoing he was unable to agree to the proposals in subparagraphs (b) and (c) of paragraph g of the Office covering note. He hoped that in future the Director-General would take a more realistic view in making proposals for conferences and meetings and would have regard to their practical usefulness for the workers.

Mr. Haythorne thought, on the contrary, that the Study Conference had done useful work in discussing specific questions in great detail. He agreed with Mr. Kaplansky and others concerning the desira-bility of balanced representation at such meetings.

As the Study Conference had been in the nature of a pilot experiment it would be useful if the few par-agraphs of its report evaluating the meeting could be elaborated. Perhaps a letter might be addressed to those who had participated asking for their impres-sions of the Study Conference and of its useful-ness, and for observations on the techniques that had been followed or might be followed in the future. Such an inquiry might be useful for the future organisa-tion of similar meetings.

Mr. Bergenström, in reply to Mr. Goroshkin, pointed out that the Declaration of Philadelphia laid down the fundamental objective of the International Labour Organisation to further among the nations of the world programmes which would achieve, inter alia, "the effective recognition of the right of collective bargaining, the co-operation of manage-ment and labour in the continuous improvement of productive efficiency, and the collaboration of workers and employers in the preparation and application of social and economic measures".

Mr. Geamanu said that while the main purpose of the Study Conference had been to discuss measures which could be taken within undertakings to promote good relations between management and staff, round-table discussions between all-powerful employers concerned with constantly increasing their profits and workers painfully aspiring to better conditions must be unequal. To ask the workers to establish good relations with employers was to expect them to abandon in advance the struggle and techniques which alone led to the improvement of their economic and social situation.

The purpose of the Study Conference should have been to give new meaning and content to the concept of labour-management relations. For instance, as far as the first item on the Conference's agenda was concerned, existing legislation in the various countries concerning labour disputes was well known; problems could be solved not by study of present legal provi-sions but by working out new legislation derived from co-operation between the public authorities and the trade unions. Without such legislation, labour-management relations on a footing of social harmony were bound to be one-sided.

In the view of the Rumanian Government the questions discussed at the Montevideo Study Con-fERENCE were devoid of interest, since they were based on a wrong conception of the nature of industrial relations. If, therefore, study conferences of this kind were to be organised in the future it was desir-able that they should deal with questions of real and urgent interest such as the prevention of unemploy-ment, the role of the trade unions in framing labour legislation, social insurance problems, and so forth.

Mr. Tarre Murzi said, in reply to Mr. Goroshkin and Mr. Geamanu, that after careful study of the report and documents of the Study Conference and discussion of its results with government officials and employers' and workers' representatives, he was convinced of its very great usefulness to all the countries which had participated in it. For Venezuela, for example, it had been of great value to hear the remarks of participants from the United States and Canada on human relations, and he had learnt that participants from other countries had been most interested in the existing arrangements for collective bargaining in Venezuela, where it was a long-standing tradition that labour legislation
should incorporate many of the standards originally laid down in collective agreements. Among the features of those collective agreements which had been of greatest interest to the other countries of the area was the job security clause, which dealt with one of the most burning problems in all continents at the present time.

This kind of consideration showed the value of meetings of participants from countries at different stages of economic and social development to exchange views regarding their social, political and economic institutions. From reports in the Soviet press it was clear that similar meetings were held among countries in the Socialist world, and he could not understand why representatives from those countries should oppose the holding by the International Labour Organisation of such meetings for other parts of the world. Their effect was not at all to protect employers' interests but, by improving employment relationships, to bring the attainment of social ideals closer for the underdeveloped countries.

Mr. Weaver welcomed the success of the Study Conference and suggested the holding of a similar kind of meeting in Africa. In a field as complicated and diverse as labour-management relations there was great merit in proceeding from the general to the more specific, and he supported the distribution of the report and documents of the conference as proposed in the Office document, with the amendments that had been suggested by Mr. Kaplansky and Mr. Tarre Murzi.

Mr. Muro de Nadal regretted having been unable to attend the Study Conference, which had coincided with a Governing Body session, but said that it had created a favourable impression among all the participants to whom he had spoken. Those who opposed such meetings did so because they believed that the class struggle was the only road to progress. It was difficult to see why those who thought that the class struggle was the only way to the solution of social problems should be Members of the I.L.O., whose role could be defined as endeavouring to create peace through justice. To pursue the dialogue was futile, since there could be no common language between those who sought social peace and those who strove for discord in labour matters.

The Governing Body—

(a) requested the Director-General to express its thanks to the Uruguayan authorities for the excellent organisation of the Study Conference;

(b) after noting the insufficient participation, authorised the Director-General to give wide distribution among interested circles to the report of the Study Conference, to the summary of statements and to the documents prepared for the Study Conference;

(c) requested the Director-General to take the experience of the Study Conference into account in the development of the I.L.O. programme of action in labour-management relations; and

(d) requested the Director-General to consider the possibility of holding other meetings of the same kind in the future, perhaps on a regular basis, and, having regard to the special importance of encouraging worker and employer participation, to examine the method of financing such meetings which would be best calculated to achieve this objective.

FIFTH ITEM ON THE AGENDA

Report of the Asian Advisory Committee
(Tenth Session, Geneva, 21 to 26 November 1960)

Mr. Ahmad said that the Asian Advisory Committee felt very strongly that the effectiveness of its work would be greatly enhanced if its meetings were held in Asian countries, and drew attention to the recommendation of the Committee, repeated at its Tenth Session, that the meetings of the Committee be held in rotation in the countries of the area of the Asian Regional Conference. For budgetary reasons it had not been possible for the Tenth Session to be held in an Asian country, but there was sufficient time for the necessary financial arrangements to be made in future budgets for the meetings of the Committee to be so held from 1963 onwards.

Discussion of the progress report on the effect given to recommendations made at previous sessions of the Asian Advisory Committee and of developments under the I.L.O. technical assistance programme in Asia had been most useful in removing misunderstandings about the I.L.O.'s activities in Asia and in explaining methods of work, recruitment of experts and related subjects. He hoped that these two items, as recommended by the Committee, would be included in the agenda of its next session. In view of the large number of items recommended he proposed the elimination of the proposed item 3, Incentive Schemes, as not being likely to give rise to very fruitful discussion.

Mr. Faupl drew attention to paragraph 132 of the Committee's report recommending that the Governing Body consider the possibility of convening a second Asian Maritime Conference at an early date. He hoped that the Director-General would bear this request in mind at the same time as he considered other urgent requests for meetings. The Committee had pointed out that the results of the First Asian Maritime Conference, held at Nuwara Eliya (Ceylon) in 1953, had been encouraging. Paragraph 132 of the Committee's report also contained specific suggestions for items to be placed on the agenda of such a Conference.

Mr. Monk said that the extension of the time available to the Asian Advisory Committee at its Tenth Session to a full week had enabled it to do very useful work most successfully. There would be great advantage in holding at least two out of every three sessions of the Asian Advisory Committee in an Asian country. Among other reasons, when meetings were held in Geneva they received little attention in the Asian press, whereas if they were to be held in Asia the publicity they received would be to the advantage of both the Asian countries and the I.L.O. Budget provision should be made for the cost to be borne wholly by the I.L.O., without any contribution being required from the host country.

The Committee's discussion of the raising of incomes and living conditions in Asian countries had been very useful. Discussion of the trade union situation in Asia was fully reported in paragraphs 72 to 91 of the report, and had shown inadequacies and difficulties in certain countries. In particular, there had been mention of the desirability of training trade union officials in Asia in the basic elements of trade union organisation and administration.

In respect of productivity questions he fully supported the view taken by the Workers' members of the Committee that they should always be discussed
on a tripartite basis. The Workers' group took the view that increased productivity was necessary not only in Asia but in all parts of the world and that it should serve to raise living standards and conditions generally.

He hoped that serious consideration would be given to the suggestion of the Indian Workers' member of the Committee, recorded in paragraph 134 of the report, that the agenda of an early session should include the questions of changes in real income of rural communities and of industrial workers.

He greatly welcomed the invitation of the Australian Government to hold the next Asian Regional Conference in Australia, and hoped that it would be accepted.

Mr. Hamid Ali welcomed the extension of the time available to the Committee to a week and hoped that the practice would continue in the future. He believed that the Committee could be made a more useful means of conveying to the Asian peoples the interest of the I.L.O. in their problems and its concern for their social and economic welfare if its future meetings were held in Asia, and he hoped that the Governing Body would give due consideration to this question at the appropriate time.

Unfortunately, prestige industries which were highly mechanisation and intensification of cultivation.

devoted to small-scale and cottage industries and the to achieve this end, and attention would have to be to the rural worker might be necessary in the I.L.O. working classes in the rural sector. The first step population, the lack of capital formation, under­

faced with four basic problems: the expansion of Asia and other underdeveloped regions. Asia was serious, thorough and thought-provoking and the exchange of views had an effect towards rural development, and he welcomed the resolution adopted by the International Labour Conference on this subject. He was glad that the I.L.O. recognised the need to deal with the problem of unemployment of educated youth, which was particular­ly serious in Asian countries. Finally, a systematic review of I.L.O. operational programmes in Asia should constitute a regular item on the agenda of the Committee.

Mr. Tala also welcomed the extension of the time available to the Committee to a full week. The documents provided and the exchange of views had been serious, thorough and thought-provoking and had covered many important problems confronting Asia and other underdeveloped regions. Asia was faced with four basic problems: the expansion of population, the lack of capital formation, under­employment, and the miserably low standards of the working classes in the rural sector. The first step towards a solution to these problems was rural development. A shift of emphasis from the industrial to the rural worker might be necessary in the I.L.O. to achieve this end, and attention would have to be devoted to small-scale and cottage industries and the mechanisation and intensification of cultivation. Unfortunately, prestige industries which were highly capital-consuming seemed to have a fatal fascination in Asia, and diverted the limited resources available away from investment in the rural sector, where the maximum employment potential could be obtained with the minimum application of capital. In order to drive the point home it might even be necessary for the I.L.O. to set up separate machinery to concen­trate attention on rural development problems.

Discussion of the trade union movement in Asia had brought to light most interesting material. While a certain amount of political affinity was unavoidable in trade unions, in Asia, where the trade union movement was in its infancy, the political element prejudiced its growth and development. As an employer he believed that sound industrial relations needed a strong and healthy trade union movement to operate properly. He hoped that the International Institute for Labour Studies might study in detail the reasons for the backwardness of the trade union movement in underdeveloped countries and means of promoting its healthy growth.

He welcomed the subjects which had been suggested for the agenda of the next session of the Asian Advisory Committee, and hoped that the Governing Body would pay particular attention to the Committee's request that its future meetings should be on Asian soil. This would enable members to bring technical advisers with them and thus make a more useful contribution to the discussion of the large number of important subjects on the agenda.

Mr. Merani also welcomed the lengthening of the Committee's sessions to a full week and endorsed the views expressed concerning the success of its last meeting. The Asian Advisory Committee had shown itself to be an effective instrument of policy and should be given all encouragement. He was sure that the Committee would do even more successful work if it were enabled to meet in Asia, and he hoped that this might be possible for its next session. He asked the Director-General and the Governing Body to take the Committee's recommendations into account as appropriate in framing future policy.

Mr. Goroshkin approved the Committee's recommenda­tions for the agenda of its next session. Among them, the questions relating to the I.L.O. technical assistance programme in Asia, to vocational training and to promotion of rural employment were most important. He hoped that in the development of I.L.O. technical assistance in Asia regard would be had to the experience of all the countries in the region; very little use had been made up to date by the I.L.O. of experts from the Socialist countries.

The Governing Body decided to consider the question of holding a session of the Asian Advisory Committee in one of the countries of the Asian region at its spring 1962 session in connection with the budget estimates for 1963.

The Governing Body gratefully accepted the invita­tion of the Government of Australia to hold the next meeting of the Asian Regional Conference in that country.

The Governing Body approved the agenda for the 11th Session of the Asian Advisory Committee as proposed in paragraph 8 of the Office covering note, with the deletion of the proposed item 3, Incentive Schemes.

SIXTH ITEM ON THE AGENDA

Record of the First African Regional Conference of the International Labour Organisation (Lagos, 5 to 16 December 1960)

The Chairman said that the Conference had been extremely successful, and thanked the Government, workers and employers of Nigeria for their welcome to the Conference and for the facilities placed at its disposal.
Mr. Aoki associated himself with the Chairman's remarks. The Conference's success had been mainly due to the determination of all delegates that it should succeed.

Mr. Rifaat thanked the Government and people of Nigeria for their hospitable welcome and paid tribute to the supreme confidence which was symbolised by the invitation to hold the Conference in Nigeria so soon after the country had attained its independence. The successful outcome of the Conference was in no small degree due to the leaders of Nigeria, including the President, the Federal Prime Minister, who had opened the Conference and delivered a most dignified and meaningful address of welcome, and the Federal Minister of Labour, who had been President of the Conference. This success was all the more gratifying in the light of the fears which had been expressed before the Conference was held. It was worth emphasising the excellent spirit and the desire for understanding which had characterised the discussions. He drew particular attention to the significance of the statement in paragraph 4 of the Office covering note that the meeting had brought together representatives of governments and organised employers and workers from all Africa; the Conference had indeed established the unity of the African continent. The Director-General was particularly to be congratulated on the profundity, frankness, wisdom and optimism of his reply to the discussion of his Report, and thanks were due to all those who had helped to organise the Conference and see it through to a successful conclusion. As an Employers' member of the Governing Body delegation he was particularly grateful for the privilege of having been able to draw freely on the great wisdom and experience of his colleague, Mr. Bergenström, and of Mr. Waline who had attended as an Employers' delegate.

Mr. Ambekar associated himself with the tributes paid to the Government and people of Nigeria. The Conference had been a success beyond all expectations, and the spirit of co-operation and responsibility shown by delegations augured well for the future of African affairs. The resolutions adopted were very relevant to African problems.

Mr. Ladhari associated himself with the tributes paid to the Nigerian Government and people for their warm welcome and for the facilities placed at the disposal of the Conference. The success of the Conference bore witness to the maturity of the recently emancipated African peoples and augured well for future understanding and co-operation among them with a view to eventual unity in friendship. He thanked the Director-General and the Office for their work of preparation and organisation.

Mr. Borha, as Workers' representative of Nigeria, thanked members of the Governing Body for their kind words, the staff of the Office for their assistance to delegations, and the Governing Body representatives for their useful advice during the Conference.

Turning to some points of detail in the record of the Conference, the Workers' group did not wish the emphasis laid on technical assistance in paragraph 12 of the Office document to detract from the importance which African Workers' representatives had attached to standard-setting activities. In paragraph 22, which listed the points for the Governing Body's decision, he proposed the deletion of the words "where appropriate" in subparagraph (1) (a), as he did not want any difficulties to be put in the way of workers' organisations receiving the texts of the resolutions and conclusions adopted by the Conference. As the Workers' group desired that the wishes of the Conference should be taken fully into account in the future activities of the I.L.O., he also proposed the deletion of the words "as far as possible" in subparagraph (2). The African Workers attached particular importance to the proposal in subparagraph (3) that the Governing Body endorse the solemn appeal of the Conference to all African States Members of the I.L.O. concerning wider ratification and application of international labour Conventions. No matter how well-meaning the intention underlying the many fine speeches that had been made, the final test of the success of the I.L.O. in Africa would be in the benefits derived by the workers in concrete and practical terms. In spite of the existence of Conventions concerning freedom of association and collective bargaining, workers in Africa were still faced with difficulties in organising trade unions and in getting employers' organisations and governments to accept collective bargaining. He hoped therefore that the African States to which the appeal was to be directed would be prepared to help the I.L.O. to make an effective contribution towards solving the social and economic problems of Africa, and that the Director-General and the Governing Body would make a very urgent effort to translate into reality the declarations of the I.L.O. concerning Africa.

In connection with the supplementary note which had been circulated containing a communication from the Government of the United Arab Republic, he welcomed the Director-General's repetition of his assurance that he would consider whether it was raised by Workers' delegates at the Conference concerning the future composition of African Regional Conferences and report to the Governing Body at the appropriate time. The Workers' group at the Conference had had no anti-European bias; it was simply anxious that political subjugation of one country by another should not, as a social institution, receive the endorsement of the Governing Body of the I.L.O., even by implication.

Mr. Bouladoux said that he had recently been briefly associated with a seminar on workers' education attended by 35 African trade unionists, for whom the African Regional Conference had been an event of great importance. The impression he had received was one of gratitude to the I.L.O. for providing a forum for the discussion of common problems and hope in its future positive contribution to the solution of African problems.

Among the resolutions adopted by the Conference, that concerning freedom of association and protection of the right to organise was particularly detailed and complete, and it was worth pointing out that it specifically stated the right to strike of all workers. Particularly interesting also among the Conference conclusions was the reference to the regionalisation of international labour standards. The question of regional instruments certainly raised difficulties, and it was quite clear that there must always be universal labour standards as a basis. However, it had not been the intention of delegates to the Regional Conference that regional instruments should prescribe lower standards than existing international labour Conventions, but on the contrary that, with the international Conventions as a point of departure, more detailed provisions fully adapted to the needs
of each region and to prevailing economic and social conditions should be worked out so as to help in the application of the basic standards. He therefore welcomed the fact that the Director-General was examining this question, as stated in paragraph 22 (8) of the Office document, and hoped that it would not be long before a report was submitted to the Governing Body on the subject. There was anxiety in many quarters at what had seemed in recent years to be a lessening of interest in standard-setting, and it might well be that implementation of the wish expressed by the African Regional Conference would give new vigour to this essential I.L.O. activity.

Mr. Said Salama associated himself with the tributes paid to the Government and people of Nigeria for their welcome and for the facilities placed at the disposal of the Conference. It was most gratifying that, in spite of the fears that the Conference might fail owing to political difficulties, the African people should have shown the wisdom and maturity necessary for the Conference to produce excellent and constructive results. He regretted that the United Arab Republic delegation at Lagos had not been able to associate itself with all the resolutions adopted by the Conference, but its reservations had been due to the desire, in a spirit of understanding and goodwill, to avoid putting certain issues to the vote. It was as a result of such understanding, and of the realism shown by the metropolitan countries which had taken part in the Conference, that many political conflicts had been avoided.

Turning to the detailed decisions which it was proposed that the Governing Body should take, it would be desirable in paragraph 22 (3) of the Office document to list the Conventions concerned by name. The proposal in paragraph 22 (4), on which he had reserved his position at the Conference itself, was unrealistic and time-wasting in that by the time the Convention could be revised all territories in Africa would surely be independent. For this reason he would prefer the I.L.O. to adopt a new Convention dealing with social policy in the less developed countries. In connection with paragraph 22 (6), a third field office was badly needed in North Africa to take care of the countries which would still not be covered by any field office.

He welcomed the proposal in paragraph 22 (9) concerning factual surveys to bring the report of the McNair Committee up to date, and would also like to see similar surveys carried out in respect of discrimination and forced labour, which were still practised widely in many parts of the African continent.

He thanked the Director-General for having circulated the communication from the Government of the United Arab Republic, which was submitted for the information of the Governing Body and not for discussion. Its purpose was to clarify the position of his Government, which had reserved its position in regard to the composition of the Conference and wished to record the same reservation in regard to the composition of the African Advisory Committee. The representatives of the metropolitan powers were welcome in Africa as visitors and as providers of technical assistance, but they could no longer have a place as self-imposed guests.

Mr. Erchov (representative of the United Nations Educational, Scientific and Cultural Organisation) said that the record of the First African Regional Conference highlighted the necessity and usefulness of co-operation between the I.L.O. and U.N.E.S.C.O. Speakers from all quarters at the Conference had stressed the need of education at all levels as a groundwork for economic and social development in Africa. The same views had been expressed in other bodies, including the General Assembly of the United Nations and the General Conference of U.N.E.S.C.O. For some months past consultations had been under way among all the organisations in the United Nations family, including the I.L.O. and U.N.E.S.C.O., with a view to harmonising and co-ordinating international action connected with the social and economic development of the developing countries and regions.

He assured the Governing Body of the full assistance of U.N.E.S.C.O. in the I.L.O.'s work in Africa. The recent U.N.E.S.C.O. General Conference had devoted special attention to Africa and had appealed to all its States Members to provide assistance in certain specific fields.

During the next two years U.N.E.S.C.O. would spend a total of $11.5 million on its activities in Africa. With the co-operation of the other international organisations concerned, including the I.L.O., U.N.E.S.C.O. was organising a conference of African States to be held in Addis Ababa to list the education needs of the African countries so that action could be taken to meet them by the international organisations in the years to come.

Mr. Merani expressed the satisfaction of the Indian Government at the success of the First African Regional Conference, which had been held in 1950 and had covered the whole of Africa as his Government had wished.

Mr. Slater paid tribute to the Government and people of Nigeria, and to all who had contributed to the smooth organisation of the Conference at rather short notice. He had noted with interest the remarks of Mr. Borha and Mr. Said Salama concerning the future composition of the African Regional Conference, but would not comment on them at the present stage. He hoped that very high priority among the tasks arising from the Conference would be given to the study of the problem of the multiplicity of trade unions in African countries in relation to problems of freedom of association, discussed by the Conference and referred to in paragraph 16 of the Office document. For the new countries the difficulties arising from the multiplicity of trade unions were damaging to the best interests of the workers themselves, and he considered the matter to be one of very special importance.

Mr. Netey associated himself with previous speakers who had expressed gratitude to the Government of Nigeria for the excellent facilities placed at the disposal of the First African Regional Conference. The Government of Ghana had at an early stage wished to invite the Conference to be held in Accra, but material difficulties had made this impossible; it had been most happy that the Conference should finally have been held so successfully in Ghana's neighbour, Nigeria.

He associated himself with the remarks of Mr. Borha and Mr. Said Salama concerning the composition of the Conference, and drew attention to the recommendations in subparagraphs (2), (6) and (7) of paragraph 22 of the Office document, in particular with regard to the establishment of more I.L.O. field and branch offices in Africa and the recruitment of a larger number of African officials,
both matters to which he had made repeated references in the Governing Body. The resolutions adopted by the First African Regional Conference showed to what extent African countries relied on the I.L.O. for their economic emancipation and expansion; he hoped that the Director-General would give the necessary priority to action to give effect to them.

He had on previous occasions drawn attention to the lack of knowledge about the I.L.O. in Africa, even among workers’ organisations. There could be no doubt that the holding of the First African Regional Conference had for the first time really brought the I.L.O. into the forefront of the African scene. Now that larger credits for public information work were proposed in the I.L.O. budget, it was essential that suitable facilities should be established to keep the activities of the I.L.O. constantly in the minds of the African populations, thus ensuring the goodwill and confidence which were necessary to the successful accomplishment of the work which the African Regional Conference had helped to plan.

Mr. Gourja said that the Moroccan Government regretted not having been able to send a delegation to the First African Regional Conference; this had been due to purely domestic reasons and not to any political considerations. He supported the proposals made in the Office document, subject to the remarks of Mr. Said Salama, with whom he was in agreement.

As the Moroccan Government disputed the existence of Mauritania as an independent country, it would continue to object to the presence of Mauritania in African Regional Conferences.

Mr. Nasr congratulated all those concerned with the First African Regional Conference for the successful outcome of its work. The fourth, fifth and sixth items on the Governing Body’s present agenda related to regional meetings and activities, and once more he had to regret that there was no regional conference in which his own country could participate. He understood the political difficulties involved, but he was sure they could be overcome in substance by the holding of I.L.O. meetings and seminars where the common problems of a certain number of typical countries in the region concerned could be discussed constructively. The recommendations that had come out of the First African Regional Conference and the other regional meetings to which he had referred could well be applied to countries such as his own, and he hoped that the Director-General would take them into account, particularly those dealt with in paragraph 22 of the Office covering note on the present item of the agenda, in considering future action in the region of which the Lebanon was a part.

Mr. Hauck thanked the Nigerian Government for its extremely warm welcome. The Conference had been a success because of its careful preparation and organisation by the Director-General and the Office, and thanks to the spirit of understanding shown by all participants. He had often expressed doubts as to the usefulness of the debate on the Director-General’s Report at the annual sessions of the General Conference, but the speeches made on the Report at the First African Regional Conference had been extremely valuable and had shown the maturity of the representatives of African countries. Likewise the Director-General in his masterly reply had dealt with definite practical questions related to the operation and future approach of the Organisation’s activities in the region.

Mr. Said Salama had not asked that the communication of the Government of the United Arab Republic should be discussed, and he would not discuss it at this stage. However, he had been surprised by the reference to the attendance of metropolitans at the Conference in the capacity of “tutelar” members. This must be due to some misunderstanding, as France at any rate had attended the First African Regional Conference not to exercise any out-of-date colonial privileges but to offer the sovereign and independent African countries its friendly co-operation on a footing of equality if they should see fit to seek it. The Conference had thrown into relief the immense needs of Africa in all fields, including the economic and social fields, and attention should be concentrated by all those concerned, of whatever origin, on the practical contribution they could make to meet those needs. It was noteworthy that at the recent meeting of the Economic Commission for Africa a resolution to exclude European countries from the next meeting had been rejected by the majority of the African countries present, and he was sure that this was due to the discrimination against those whose assistance was needed in the common task. It was significant also in this context that Mr. Rifaat should at the present sitting have paid tribute to the helpfulness of Mr. Waline and Mr. Bergenström, who had made it possible for the Employers’ group at Lagos to operate effectively.

The era of colonial domination was over; France had renounced colonialism and had enabled some 15 territories to become independent republics and Members of the United Nations and of the I.L.O. He appealed to all concerned to leave aside recrimination and take up together the common task of assisting the African continent to benefit from the advances of science and industry, thereby attaining economic prosperity and higher living standards.

Mr. Goroshkin welcomed the fact that the African Regional Conference had been able to be held under the conditions which had been hoped for and had, in spite of obstacles, been crowned with success. It had led to many conclusions which would be of real use in the solution of labour and trade union problems in Africa.

In studying the Office document he had, however, been surprised to find no mention of the remarks of many speakers concerning the need to put a final end to colonialism on the African continent. These remarks were in the Provisional Record of the Conference for all to see, and showed how millions of African workers were still deprived of all rights. The I.L.O. should follow the United Nations, the General Assembly of which had, at its last session, adopted a most important document concerning the abolition of colonialism. The Director-General should be requested to make proposals on the basis of which the Governing Body could decide on practical steps to put an end to colonialism and its disastrous consequences in the social and labour field. All the attention which they deserved should also be given to the question raised in the communication from the Government of the United Arab Republic and to the need for wider representation of independent African countries among the staff of the International Labour Office.

Mr. Yllanes Ramos said that all the reports which he had heard showed that at the African Regional Conference the undertakings entered into in the
Conventions concerning freedom of association and instance by appealing to governments responsible in particular, still had responsibilities towards their governments, and the United Kingdom Government existing non-metropolitan territories. The African Regional Conference itself had recognised this, for at this stage. In view of the remarks that had been made he felt compelled to point out that, while the appropriate time, there would have been no proposal for the revision of the Social Policy (Non-Metropolitan Territories) Convention, 1947 (No. 82), and he hoped that the Director-General would carefully study this question also.

He congratulated all concerned on the success of the Conference and was certain that the common sense of the African countries would lead them to seek their own solutions without lending an ear to political agitators from outside their own continent.

Mr. Geamanu said that Rumania regarded the renaissance of the African continent as one of the positive results of the profound political and social changes which were taking place in the world. The convocation of the First African Regional Conference had been the result of the progress of emancipation in Africa, and he had studied the record of its proceedings with satisfaction. He warmly supported the proposals directed to an intensification of I.L.O. aid to the young African States, such as the establishment of a wider network of branch offices and correspondents in Africa and the recruitment of a larger number of African officials. He would also warmly support any I.L.O. activities to meet the needs of the African countries in the field of vocational training and the utilisation of their natural resources in order to raise living standards. He was convinced that wider participation of African countries in the work of the I.L.O. would give new life to the Organisation and have a favourable influence on the solution of social problems, particularly in the underdeveloped countries.

Mr. Collison associated himself with the gratitude expressed by other speakers for the hospitality and facilities provided by the Nigerian Government. He fully supported the remarks of Mr. Borha and had hoped that, given the Director-General's assurance that he intended to examine carefully the question of the future composition of the African Regional Conference and raise it with the Governing Body at the appropriate time, there would have been no discussion of the role of the metropolitan countries at this stage. In view of the remarks that had been made he felt compelled to point out that, while the whole of the Workers' group endorsed the desire of the peoples of the developing countries to achieve their freedom, it remained a fact that metropolitan governments, and the United Kingdom Government in particular, still had responsibilities towards their existing non-metropolitan territories. The African Regional Conference itself had recognised this, for instance by appealing to governments responsible for non-metropolitan territories in Africa to consider the possibility of accepting all the provisions of the Conventions concerning freedom of association and ensuring their application without restriction. For reasons of this kind it was proper that metropolitan countries should be represented, in some appropriate form, at African Regional Conferences in order to take part in discussions and listen to the remarks of the representatives of the territories concerned. The United Kingdom Workers' representatives at the Conference had made it very clear that they were there not to interfere but in a spirit of friendship and co-operation and with the desire to assist progress in matters which were the concern of all workers. The Workers' group, by its very nature, claimed that the workers and peoples of the world were one and must attempt to advance together. It believed that all responsible persons should play their part in assisting the development of those who stood in need of aid. Some of the governments which had been attacked during the present discussion were in fact carrying out just such a policy. The undoubted evils of colonialism in the past should not blind members of the Governing Body to the fact that some of the metropolitan countries were as anxious for their non-metropolitan territories to achieve freedom as the non-metropolitan territories were themselves. He completely condemned attitudes of which racial segregation was a typical manifestation, but these attitudes were not necessarily one-way currents. There was a kind of sickness abroad in the world that led the immature to think that those from a different place or of a different colour from their own were necessarily enemies. Underlying some of the remarks about the participation of European governments in the African Regional Conference he sensed attitudes of this kind. He appealed to the Governing Body to adopt a common-sense approach to the problem of representation at African Regional Conferences and to leave it to the Director-General to make, in due course, objective proposals based upon fact and not upon prejudice or sentiment.

The Chairman said that there appeared to be no objection to the adoption of the amendments suggested by Mr. Borha and Mr. Said Salama to the proposals in paragraph 22 of the Office document.

The Governing Body expressed its deep gratitude to the Government of the Federation of Nigeria for the facilities placed at the disposal of the Conference and for the cordial welcome extended to it.

The Governing Body—

(a) authorised the Director-General to transmit the texts of the resolutions and conclusions adopted by the Conference—(i) to the governments concerned and through them to employers' and workers' organisations and (ii) to the appropriate international organisations;

(b) requested the Director-General, in making future proposals for the programme of work of the Office and, in particular, in developing its operational and educational activities, to take account of the wishes expressed in the resolutions and conclusions adopted by the Conference;

(c) endorsed the solemn appeal of the Conference to all African States Members of the I.L.O. to examine Conventions periodically with a view to ensuring progressively the application and ratification of as many of the Conventions as possible, and authorised the Director-General to draw the particular attention of the governments concerned to the Conference's view that the ratification and strict application
of the international labour Conventions concerning the protection of certain fundamental human rights, namely the Forced Labour Convention, 1930 (No. 29), the Abolition of Forced Labour Convention, 1957 (No. 105), the Penal Sanctions (Indigenous Workers) Convention, 1939 (No. 65), the Abolition of Penal Sanctions (Indigenous Workers) Convention, 1955 (No. 104), the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), should be regarded by all African States as a question of honour and prestige;

(d) referred the proposal for the revision of the Social Policy (Non-Metropolitan Territories) Convention, 1947 (No. 82), to its Committee on Standing Orders and the Application of Conventions and Recommendations;

(e) authorised the Director-General to take account as far as possible in the programme of work of the Office of the wishes expressed by the Conference in respect of workers' education, the training of management personnel for small and medium-sized undertakings and the utilisation of languages other than the official languages of the I.L.O. in the work of the I.L.O. in Africa;

(f) noted that proposals in regard to the suggestions of the Conference concerning the establishment of a new field office in Africa and the development of a wider network of branch offices and correspondents in Africa are included in the budget proposals for 1962;

(g) noted that the Director-General proposes to pursue a policy of seeking to recruit a larger number of African officials;

(h) noted that the Director-General is examining the question of the usefulness and means of giving special regional consideration to international labour standards and will report later to the Governing Body on this subject;

(i) noted that the Director-General will be ready to make arrangements for factual surveys to be carried out to enable the report of the McNair Committee to be brought up to date and completed in respect of the new African member States if and when the necessary invitations are issued;

(j) decided to accept the generous invitation of the Government of the Malagasy Republic to hold the Second Session of the African Advisory Committee in Tananarive in 1962 at a date to be decided after consultation with the Government.

The Governing Body took note of the communication received by the Director-General from the Government of the United Arab Republic and of the Director-General's intention to examine carefully the various views expressed on the question of the composition of African Regional Conferences and to raise the matter with the Governing Body at the appropriate time.

The sitting closed at 6.50 p.m.

G. C. Lodge.
MINUTES OF THE THIRD SITTING

(Wednesday, 8 March 1961—10.10 a.m.)

The Governing Body was composed as follows:

**Chairman:** Mr. Lodge.

Mr. Abeywira, Mr. Ago, Mr. Ahmad, Mr. Amedkar, Mr. Aoki, Mr. Bekenski, Mr. Calamari, Mr. Clausen, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Erdmann, Mr. Fauff, Mr. Geamanu, Mr. Ghayour, Mr. Goroshkin, Mr. Haythorne, Mr. Kaplansky, Mr. Ladhari, Mr. Mervani, Mr. Mishiro, Mr. Mochi-Onori, Mr. Monk, Mr. Möri, Mr. Nettey, Mr. Parker, Mr. Pico, Sir George Pollock, Mr. Ramadier, Mr. Richter, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murgi, Mr. Tata, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yél.

**Absent:** Mr. Pomés.

**EIGHTH ITEM ON THE AGENDA**

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

**Absenteism of Members of Committees.**

Mr. Waline pointed out that absenteism had become quite a serious problem in some of the committees at the 44th (1960) Session of the Conference. In many cases, barely one-half of the regular Government members of a committee actually took part in its work, a situation which endangered the tripartite character of the Organisation. No doubt the position of the Government group was rather special since, unlike the Employers' and Workers' groups, it could not choose among applicants for committee membership or draw up a list of deputy members with the right to vote in the absence of the regular members. However, the recommendations of the Committee, which were primarily aimed at moral persuasion, represented an indispensable minimum. Consideration might also have been given to the possibility of taking roll calls in committees, and in any case a group can always ask for a roll call, despite the loss of time this involves. The Government representatives in the Governing Body should therefore urge upon the Government delegates of other countries the need for being actually present at the sittings of the committees for membership of which they apply.

Mr. Ago said that the Government members of the Committee had recognised that the complaints of the Employers and Workers were well-founded. The Committee recommended measures which were not of a regulatory nature but were designed to appeal to the sense of responsibility of delegates, as it considered that only measures of this kind had any chance of success. They could be adopted on an experimental basis, and if the experiment was not successful the Committee could review the situation at a later stage; it felt, however, that the proposed measures would be sufficient for the purpose in view.

Mr. Möri considered that the extremely flexible solution which was suggested might lead to an improvement in the situation and give satisfaction to all concerned.

Mr. Tsankov felt that any member of a delegation at the International Labour Conference should consider it his duty to attend sittings of committees of which he was a member as well as plenary sittings. However, the view expressed by the Committee that it was impossible for one person to discharge the obligations of membership in more than one committee seemed too strict. It would be desirable to allow representatives of countries which were unable to send large delegations to participate in the work of several committees. He could not, therefore, support a proposal which would have the effect of precluding this possibility, and suggested that a decision on the matter might be deferred until a later session.

Mr. Ago pointed out that it had not been the Committee's intention to prevent any member of a delegation from participating in the work of several committees. The Committee had merely suggested, taking account of the position of certain countries, that an appeal be made to the sense of responsibility of delegations. The fact remained, however, that no delegate could simultaneously attend sittings of two committees, and this was the reason why large-scale absenteism of Government members had, on occasion, occurred in committees. The problem was a serious one, and the Governing Body should accept the Committee's suggestions as a matter of urgency.

Father Stokman, while he did not object to the Committee's proposals, had some doubts concerning the effectiveness of the measures suggested, and in particular the keeping of a record of attendance. In any case, it was mainly when votes were taken that absenteism could upset the balance between the three groups, which the Standing Orders sought to preserve. Since one of the causes of absenteism was the small number of technical advisers, it might be useful to draw the attention of governments to the desirability of appointing one or two technical advisers whenever the Government delegation wished to participate in the work of one or more committees.

Mr. Gourja considered that the only way of giving wider publicity to the Committee's suggestions was to mention them in the letter of invitation to the Conference sent to governments.

The Director-General indicated that this could easily be done.

Mr. Ladhari said that, while the Committee's proposals were perfectly justified in theory, they would, if applied too strictly, impose a particularly
heavy burden on those countries which were unable to send large delegations. Perhaps other solutions should be explored, for instance, avoidance (although this would be difficult) of the simultaneous holding of committee and plenary sittings. Consideration might also be given to arrangements which would enable members to be present at a committee or plenary sitting whenever a particularly important decision was about to be taken, so that there would be a quorum. Finally, members with a special interest in a given question might be notified through the Daily Bulletin of the time at which that question would be discussed in committee, and would thus be in a position to take part in the discussion and in the voting. Thus, the solution really lay in a better scheduling of sittings and in a better organisation of the work of committees and plenary sittings. Adoption of the Committee's proposal, which would require the head of the delegation to undertake that his government would be regularly represented at sittings, would confer an advantage on the larger countries and prevent the smaller ones from participating fully in the work of the Conference.

Mr. Geamanu considered, on the basis of the Committee's report, that a praiseworthy effort had been made. He feared, however, that the proposed solution was unrealistic under present conditions. In 1950 the delegations of 46 States out of the 74 represented at the Conference had fewer than ten members each, and 14 delegations had consisted of four members or less. Thus it was impossible for most of the delegations to be represented both in committees and at plenary sittings. If members of smaller delegations were to be required to attend all sittings of the committees of which they had applied for membership, they would find themselves unable to attend other committees whose work might be of particular interest to their countries. Such a procedure would lessen the contribution which a delegation could make to the study of the problems dealt with by the committees and compel many States to concentrate on certain committees at the expense of others. It would suffice to ask governments to take the necessary steps to ensure that they were actually represented in all committees of which they had applied for membership.

Mr. Waline pointed out that under the Standing Orders of the Conference a delegate could take part in the work of a committee either as a regular member, with the right to vote, or as a deputy or substitute member, with the right to vote in the absence of a regular member, or even without being a member at all, since any delegate could always attend a committee sitting and, with the chairman's permission, take the floor. Actually, the Committee had been concerned only with regular membership in a committee implied an obligation to attend all meetings. Moreover, the right to vote was not always as important as some seemed to think.

Mr. Said Salama pointed out that most Government members of committees were regular members; the question was one of adjustment to the number of Employer and Worker members. It might be possible to divide technical committees into two groups, one of which would meet in the morning and the other in the afternoon: working parties and sub-committees of committees meeting in the morning would meet in the afternoon, and vice versa. It would thus be possible for the same person to be a regular member of two committees, since the committee would rarely hold two sittings in the same day. Some of the time spent on elections and courtesy speeches during the first days might also be saved.

Mr. Kaplansky said that, in any organisation, the more restrictive measures were taken in order to deal with absenteeism, the more ways were found of getting around them. The proposals of the Committee were good in themselves, but it would be too optimistic to think that they could solve the problem. Nor should too much reliance be placed on the possibility of dividing the work between working parties and committees: often, after a matter had been discussed by a working party, it had to be discussed all over again in the committee. Committee members who did not attend sittings punished themselves by depriving themselves of the opportunity of having a say in decisions on important issues. However, it was reasonable to expect that the measures recommended by the Committee would convince at least some of the delegates, and the Committee's recommendations therefore deserved support.

Mr. Ago observed that the measures proposed by the Committee were judged too timid by some and too harsh by others, which indicated that they were probably wise and should at least be given a fair trial. It was in fact a fairly radical step to require the chief of a delegation to make a definite undertaking; but on the other hand it was not too much to expect a regular member of a committee to attend sittings regularly. Any delegate could participate in committee discussions in which he was particularly interested; but regular membership of a committee was quite another matter. The members of the Governing Body who had criticised the Committee's proposal had perhaps looked at the matter rather too
much from the point of view of individual countries and not enough from the point of view of the Conference and the Organisation as a whole. In the interest of the work of committees and of the Organisation those who applied for membership of a committee should be prepared at the proper time to contribute in thought and in speech to the committee's work.

The Chairman noted that the Committee's proposals seemed to command fairly wide support in the Governing Body. He further pointed out that there was nothing mandatory in the new application form proposed by the Committee, and that it remained possible to put down the name of the same delegate for two or three committees. The measures proposed would not necessarily be permanent. The Governing Body might therefore approve them experimentally, adding to them for the Director-General's consideration the suggestions which had been made with a view to clarifying them.

Mr. Ladhari stressed that the important thing for delegates to the Conference was to be regular members of committees and to be able to take part in committee decisions even if, during discussions on more general matters, they had to leave in order to attend meetings where their presence was more urgently required. The word "absenteeism" had a derogatory flavour which in this case was not justified, since the problem was really one arising out of the physical impossibility for one person to be in several places at the same time. One way of dealing with it might be by way of announcements in the Daily Bulletin. In any case, since the proposal was not of a mandatory nature, he suggested that in the form of application for committee membership the word "regularly" might be deleted. The head of the delegation and its other members would, of course, do everything humanly possible to attend all meetings.

Mr. Collison pointed out that the Employers' and Workers' sections of technical committees were not always able to obtain simultaneous interpretation facilities. This delayed the work of the committees and impaired their effectiveness, since it prevented some of the members from taking part properly in the debate.

Mr. Nasr said that it was particularly difficult for new member States to send large delegations, in view of the large number of international gatherings and the expenses which they involved. These States would be even more numerous at the next session of the Conference, and the discussion of the Director-General's Report would probably take even more time than in the past. Delegates of new countries with small delegations could not be present everywhere at the same time. The Director-General might, therefore, either consider the possibility of reducing as far as possible the number of technical items on the agenda of the Conference, or of finding ways of minimising difficulties arising in the work of committees.

Mr. Hayterhorne feared that deletion of the word "regularly" in the form of application for committee membership, as suggested by Mr. Ladhari, would destroy the effect of the entire proposal. In order to meet the point made by Mr. Ladhari and Mr. Nasr, he suggested that the words "if appointed a regular member thereof" should be replaced by "if appointed a regular member thereof". In this way, the number of technical items on the agenda of the Conference, or of finding ways of minimising difficulties arising in the work of committees.

The Chairman suggested that the Governing Body might accept this proposal. With regard to Mr. Ladhari's proposal, it would be for the head of each Government delegation to decide for himself what he considered to be "regular representation" at committee meetings. The Committee's recommendation might be accepted on an experimental basis.

The Governing Body approved the arrangements suggested in this part of the report, subject to substitution in the form of application for committee membership of the words "if appointed a regular member thereof" for "if appointed a member thereof", and decided that steps should be taken to have them approved as a matter of urgency by the Conference at the opening of its 45th (1961) Session.

Mr. Wain said that the Employer members regarded the Committee's suggestions as a minimum, and hoped that the measures proposed would be really effective. He could not guarantee that no regrettable incidents would occur if the results were disappointing.

Facilities at the Conference for More Negotiation.

Mr. Hayterhorne felt that the effectiveness of committees at the Conference could be greatly improved through more informal discussion of major issues between representatives of the three groups. He welcomed the suggestion that the President of the Conference might meet with the chairmen and also the Employers' and Workers' vice-chairmen of committees to give them guidance on the manner of conducting committee work. The Chairman of the Governing Body, because of his experience of earlier sessions of the Conference and of the working of conference committees, along with the Director-General or one of the Assistant Directors-General, could usefully attend such meetings. Some members of the Canadian delegation to the Conference had been disappointed by the discussions in committees. Committee chairmen, who played an essential role in this regard, did not always have sufficient experience of Committee activities or of tripartite meetings. Sometimes there was a tendency to take votes and not have any discussion. It was useful, therefore, that chairmen should receive some guidance so that working methods could be improved as far as possible.

At the last session of the Conference the Government members of the Committee on Radiation had on occasion held meetings of their own, in the same way as the Employers and Workers. The experiment had been quite a successful one, and this type of approach might well deserve more serious consideration. Without trying to influence Government members as to how they should vote, such meetings could help to clarify the interpretation of certain technical points.

Mr. Dreyer, speaking from personal experience, agreed that it was most unsatisfactory for a committee chairman to be so pressed for time that he could listen only to the main speeches and take votes, with no time to try to act as a mediator.

He subscribed in principle to the suggestions contained in the section of the report under discussion, but doubted whether it was possible to put them into practice. As regards the suggestion in paragraph 6, difficulties would arise in regard to the appointment of representatives of the Government group, since there were nearly as many government
views as there were governments. A further difficulty was that the Employers and Workers, when they had explored the main issues in their groups, would probably also have reached a decision on their attitude to those issues. It was doubtful whether the meetings contemplated in paragraph 6 were really necessary to give the groups a full understanding of existing differences of opinion, which would emerge clearly enough from general discussion in the full committee. Finally, committees were in most cases constantly pressed for time. Taking into account the time limit for submission of a committee report to the Conference, the need for the Employers' and Workers' groups to meet for consideration of the draft prepared by the Office was not only of greater difficulty, but they would also have to consider the full committee's report. As the subcommittees referred to in article 59, of the Committee for the idea of resorting more extensively to working parties, since these, as well as the subcommittees referred to in article 59, paragraph 2, of the Conference Standing Orders, would necessarily include only a few Government representatives. Nevertheless, there might be some merit in the number of rooms equipped with telephonic interpretation facilities, and it was hoped that this process would continue.

The representative of the Director-General (Mr. Jenks, Assistant Director-General) replied that there would be a systematic increase in the number of rooms equipped with telephonic interpretation facilities, and it was hoped that this process would continue.

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

Simultaneous Meetings of Plenary Sittings of the Conference and of Sittings of Committees.

Mr. Möri urged that the recommendation of the Committee should be accepted and that delegates should take steps to be represented at plenary meetings. It was deplorable that distinguished speakers, often Ministers, should have to speak in an almost empty hall. The Workers' group would do its utmost to give effect to the wishes of the Committee.

Mr. Fennema observed that the provision of the Conference Standing Orders which specified that “as a general rule the sittings of the committees shall not take place at the same time as the plenary sitting of the Conference” was no longer applied. Unlike Mr. Möri, he considered it impossible to ask members of small delegations to attend plenary meetings rather than go to committees dealing with subjects in which they had an interest. The increase in the number of speakers at the next session would further aggravate the problem. It was not enough to draw the attention of delegates to the need for appointing a person to attend plenary sittings all day; the number of speakers in the discussion of the Director-General’s Report should be limited, and those speakers who had not had an opportunity to deliver their speeches verbally should simply have them printed in the Provisional Record.

The governing Body approved the recommendation set out in paragraph 20 of the report.

Periodicity of the Conference.

Credentials Procedure.
Organisation of Proceedings at the Beginning of the Conference.

The Governing Body took note of these parts of the report and approved the report as a whole.

Ninth Item on the Agenda

Action to Be Taken on the Resolution concerning Discrimination Adopted by the International Labour Conference at Its 44th (1960) Session

Mr. Tarre Murzi observed that discrimination in employment had always been a matter of concern to the United Nations and the specialised agencies. The resolution adopted by the Conference at its 44th (1960) Session invited the Governing Body to take new action in this field and to examine the feasibility of setting up special machinery to deal with the matter. However, the action proposed in the document before the Governing Body was mainly of an educational nature. It would seem that the time had come to take practical steps, since the aim of the resolution adopted by the Conference was to increase the effectiveness of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

The I.L.O. had carried out authoritative studies on the problem of discrimination. In July 1958 an article in the International Labour Review had shown that workers belonging to different racial groups in Africa did not always receive equal pay for equal work; in many cases the white worker enjoyed a privileged status and was entitled to allocations and bonuses not granted to the African worker. The Government of Venezuela, therefore, fully supported the action suggested in the Office paper, particularly in paragraph 41. Consultations with employers' and workers' organisations and other appropriate non-governmental bodies would be extremely useful in dealing with the problem of discrimination. However, in view of the extensive studies which had already been devoted to the matter, it seemed desirable, in subparagraph (4) of paragraph 51, which specified that "detailed proposals for an intensified promotional and educational programme to combat discrimination will be submitted by the Director-General to the 150th Session of the Governing Body (November 1961) ", to add the words " and the Director-General also informs the Governing Body of the possibility of establishing special machinery to deal with this matter ". The Director-General would probably be able, between now and the 150th Session, to collect the necessary information as a basis for proposals to the Governing Body regarding the establishment of such special machinery.

Mr. Kaplansky supported Mr. Tarre Murzi's proposed addition to subparagraph (4) of paragraph 51 of the Office paper. The problem of discrimination had plagued humanity for thousands of years, and the Governing Body might need a little more time to consider all of its implications. Rather than to talk about abolishing discrimination, it would be better to concentrate on diminishing its effects and devising certain means, or machinery, which would help a great many, even if not all, of the people concerned. The important thing was to keep the issue constantly alive.

The difficulty with the paper before the Governing Body was that it had no operative clauses. It contained some very good suggestions, which might be helpful in tackling the problem, but it also contained certain ideas which might lead to the wrong conclusions and to discussions on principle which would divert the Governing Body's attention from concrete action. It gave the impression that the authors were so anxious to advocate one line of action that they had overlooked all other possibilities. The problem of discrimination had, in fact, been studied quite thoroughly, and certain governments had taken measures the effectiveness of which had been tested in practice. Thus any one-sided approach was bound to create a great deal of division in the Governing Body. In dealing with this problem it was dangerous to formulate certain views which, if carried to their logical conclusion, might lead to a position which would not be acceptable even to their authors.

Another shortcoming of the Office paper was that it failed to distinguish possibilities for national action from possibilities for international action. It might well be that the real difficulty lay not in the nature of discriminatory practices and in the methods to be adopted to deal with them, but in the weakness of the I.L.O. itself and its lack of authority to enforce the many corrective measures which an organisation enjoying the necessary power and authority could put into effect through special machinery. In the light of the experience gained with the machinery for dealing with freedom of association, it was necessary to proceed with caution in attempting to formulate concrete suggestions for the kind of instrumentality which the Organisation would require in order to deal with the problem of discrimination. This, however, did not mean that the effort to devise such machinery should be given up, nor that—as the Office paper seemed to imply—only educational and promotional measures should be adopted. The difficulties to which the machinery for dealing with freedom of association had given rise were well known, and advantage could be taken of that experience to devise machinery which would be an improvement on it in the field of discrimination.

Nor could certain other statements contained in the Office document be accepted, particularly in part III (Forms of Discrimination), where it was said that the problem was "broader, more complex and more impalpable in character than any of the other questions in the field of human rights ". This was not so. In many countries social scientists had studied the matter and found that a single definable and that really concrete measures could be taken to bring allegations of discrimination to the notice of public opinion and law enforcement agencies. The question of freedom of association, with its many aspects, was just as complex, and offending States found all sorts of loopholes to prove that they had not violated the provisions of the relevant I.L.O. Conventions. The paper further pointed out that the problems arising out of discrimination vary widely from one part of the world to another. But the same could not be said of freedom of association, and there was hardly any area of the world or section of society in which freedom of association was not violated in one way or another: did this mean that it was impossible to define certain universal principles? Finally, the document stated that "while discrimination based on law still exists in the field of employment and occupation in certain countries, it is becoming increasingly rare ". But as long as there was a single country in the world in which the law sanctioned discrimination as a way of life, the I.L.O.'s work would not be finished. There was one country in particular where this was the case and whose government had openly admitted the fact at the 44th (1960) Session of the Conference.
Organisation should bring this fact out and tell that government that, if it did not accept the Declaration of Philadelphia and the Constitution, it had no right to be in the I.L.O. In other countries as well, careful examination might disclose traces of this legal aberration, which was contrary to the principles of the Organisation.

Again, and with the same tendency to make the problem seem more difficult than it really was, the paper suggested that, apart from the grounds of discrimination mentioned in the relevant provision of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), any member State might determine that the problem included additional items within the scope of this provision. One example given was the question of membership or non-membership of a trade union, which the Conference, after thorough debate, had decided not to mention in the Convention; why, then, raise this new difficulty? The terms of reference of the I.L.O. were clearly delimitied by the Convention which it had adopted, and there was no need to raise additional problems.

Admittedly, the Office document contained interesting suggestions. Education and promotion could undoubtedly serve a useful purpose, and there need be no contradiction between the legislative and the educational approaches; education led to legislation, which in turn was an educational medium. The problem was complex, and all possible solutions should be examined. Therefore, while the suggestions contained in the Office paper deserved support, the idea of establishing new machinery not provided for in the Constitution should be taken into consideration.

This being so, paragraph 50 was not acceptable in its present form, since the suggestion contained in the document did not, in effect, represent the right line of approach. For the words "by the adoption of an educational approach" there should be substituted "by the adoption of other approaches". In submitting concrete proposals at the November session, the Director-General should take as a basis those suggestions contained in the present document which were non-controversial and might be beneficial, and should reconsider the further suggestions which had been advanced at one time or another, particularly that made by Mr. Tarre Murzi. With specific proposals before it, the Governing Body could then examine the question with an open mind and draw up a plan of action for the Organisation.

No doubt this proposal involved another six months' delay; but the Governing Body had, after all, reached the point where it could agree on the suggestions relating to the educational and promotional aspects of the programme. Moreover, governments had already been asked to take certain steps, and useful proposals with regard to further action had been made, particularly in paragraph 41 of the Office paper. When the Governing Body reviewed the action taken, it should examine the effect given not only to the Convention but also to the Discrimination (Employment and Occupation) Recommendation, 1958 (No. 111). He hoped that the Director-General would be able to submit to the Governing Body at its 150th Session proposals which would help to deal with this very difficult and complex problem—a problem with which the Governing Body should come firmly to grips if it was to live up to the great principles of the United Nations family.

Mr. Weaver shared some of the preoccupations expressed by Mr. Kaplansky. A little more time might usefully be spent on considering the practical measures for implementing the experience acquired in the field of discrimination, since this was certainly one of the most complex problems facing the I.L.O. It was, without doubt, the most complex social problem faced by the United States Government, mainly because of the differences between federal and state concepts. In 1946 the United States Government had, on the basis of the findings of the study by Gunnar Myrdal entitled An American Dilemma, decided to set up a Presidential Commission which had examined the practices followed in the country and prepared a report with suggestions aimed at safeguarding the rights of the individual. Both reports, though classics in the literature on the subject of civil rights, were now out of date, a regular revolution having since been effected by legislative means. Similar problems arose in Canada and had been solved in the same way, bringing to bear the resources of private organisations and individuals as well as of the Government.

The suggestions in the Office document were intended to help the Governing Body to make up its mind whether special machinery was required, and what were the next reasonable steps that could be taken by the Office. Several of the steps proposed deserved support. For instance, the information which had been requested from governments on how they were approaching the question would provide the necessary basis for determining what machinery, if any, was needed. It should be borne in mind that the establishment of such machinery in an international organisation was far more difficult than in an individual member State.

As Mr. Kaplansky had already pointed out, it was unfortunate that more rapid progress could not be made in a matter of such great importance as discrimination. These, however, were part of a vast and complex whole, of which discrimination in employment was only one aspect. In preparing an educational programme, account should be taken of the progress achieved in member States and of the laws respecting fair employment practices in these countries. In this connection Mr. Weaver was glad to note that the President of the United States had just issued an Executive Order pertaining to equality of opportunity and pay which was consistent with the principles set out in paragraph 26 of the Office paper. This should also be made of the experience of private organisations. As for Mr. Tarre Murzi's proposal, the Director-General should take this into account in preparing his Report for the 150th Session of the Governing Body, and should likewise bear in mind the other suggestions made in the course of the debate.

The problem of discrimination was one of the gravest problems arising in the field of human rights. The only lasting solution for it lay, not in political action such as had too often been attempted, but within the framework of the law, where the problem properly belonged. This was one of the most favourable aspects of the approach reflected in the document before the Governing Body, and the United States Government was happy to support it.

The discussion was adjourned to the next sitting.¹

The sitting closed at 12.55 p.m.

G. C. Lodge.

¹ See below, Minutes of the Fourth Sitting, pp. 31-34.
The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Mr. Abeywira, Mr. Ago, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenstrøm, Mr. Calamari, Mr. Claussen, Mr. Collison, Mr. De Bock, Mr. Dreeyer, Mr. Erdmann, Mr. Faupl, Mr. Geamanu, Mr. Ghayour, Mr. Goroshkin, Mr. Hauck, Mr. Haythorne, Mr. Kaplansky, Mr. Ladhari, Mr. Merani, Mr. Mishiro, Mr. Mochi-Onori, Mr. Monk, Mr. Möri, Mr. Nettey, Mr. Parker, Mr. Pico, Sir George Pullock, Mr. Richter, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Walne, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yü.

Absent: Mr. Pomès.

Ninth Item on the Agenda

Action to Be Taken on the Resolution concerning Discrimination

Adopted by the International Labour Conference at Its 44th (1960) Session (concl.)

Mr. Rifiát endorsed the remarks made by Mr. Kaplansky in his admirable speech at the previous sitting. As the author of the resolution adopted by the Conference, he was somewhat dismayed at the conclusions or rather the lack of conclusions in the Office document. At its 147th Session the Governing Body had requested the Director-General to examine the possibility of setting up special machinery which would enable the terms of the resolution to be implemented. Everyone knew that the causes of discrimination were many and varied and that its effects could be mitigated through educational and promotional activities; but as long as those causes existed it was necessary to combat them publicly and to allow any injured party to assert his rights. Paragraph 15 of the document submitted to the Governing Body claimed that the Constitution of the I.L.O. already embodied provisions under which matters relating to the application of the Discrimination (Employment and Occupation) Convention, 1958, could be considered. But what was needed was the institution of special machinery to deal with common grievances arising out of everyday discriminatory practices. A first step in that direction might be to make an analysis of those legislative provisions in the various countries which contained discriminatory elements. The Director-General might submit such a study to the 150th Session, along with detailed proposals for an intensified promotional and educational programme, as mentioned in point 4 of paragraph 51 of the document.

Mr. Merani distinguished between two types of situation. In certain cases discrimination was outlawed and recognised as a social evil, though it might still exist in certain forms despite the efforts being made to eradicate it. In that situation it was desirable that educational measures should be adopted and pressure brought to bear upon public opinion with all the energy at the I.L.O.'s command. In other cases the State did not regard discrimination as an evil and based all its laws and administration upon it. The proposals in the document before the Governing Body would not make any impact in such cases, which should be examined with a view to making proposals to deal with them in the I.L.O.'s field of interest and activity.

Mr. Kamel associated himself with the remarks made by Mr. Kaplansky. As discrimination was a crucial problem, it was all the more regrettable that the Office document had sought to defend one particular line of action. The fact of calling for reports from governments under article 19 of the Constitution and the fact of carrying on research in no way precluded the establishment of special machinery. Inasmuch as the Economic and Social Council had taken its own decision in the subject, the I.L.O. should take further constructive action with a view to abolishing discrimination.

Mr. Tseriev noted with satisfaction that the I.L.O. had been devoting attention to the question of discrimination in recent years, especially since 1958, and that the situation as regards the ratification of the Discrimination (Employment and Occupation) Convention, 1958, was encouraging. However, two months after a special appeal had been addressed to governments requesting them to examine the possibility of ratifying that Convention, only 23 governments had replied, some merely acknowledging receipt of the letter and one stating simply that the time was considered to be inappropriate. The Governing Body could not regard those replies as satisfactory. The First African Regional Conference had adopted a resolution expressing the view that the ratification and strict application of certain Conventions, among them the Discrimination (Employment and Occupation) Convention, 1958, should be regarded as a question of honour and prestige. The Governing Body should therefore request the Director-General to submit to the 45th (1961) Session of the Conference a report on the ratifications of the Convention received so far, on the prospects of future ratifications and on the reasons adduced by governments in their replies for deeming ratification impossible or inappropriate. Such a report would be all the more useful because it was not until June 1963 that the Conference would make a full review of the position.

The I.L.O. was still at the stage of discussion and debate; it did not know exactly what concrete measures should be taken to attack discrimination wherever it existed. However, the time had come to take effective measures. To say, as in paragraph 24
of the document, that there was hardly any area of the world in which discrimination in some form did not exist was to complicate still further a question which was already complex enough. The I.L.O. should look at discrimination solely from the viewpoint of the Discrimination (Employment and Occupation) Convention, 1958.

Since the end of the Second World War there had been no discrimination in Bulgaria. Bulgaria had ratified the Discrimination (Employment and Occupation) Convention, 1958, and was implementing it both in law and in practice. The principle of equal remuneration for work of equal value was observed, and any person stirring up hatred on the basis of race, nationality or religion was punishable by law. In the struggle against discrimination legislation and state intervention could play a very important role. The difficulties inherent in establishing criteria regarding the different forms of discrimination must be overcome; for example, legislation which provided more favourable conditions of employment for disabled persons, or longer holidays for young persons or elderly workers, could not be regarded as discriminatory. While endorsing the idea of an educational and promotional programme, the Bulgarian Government accordingly urged that other measures be taken to supplement that programme and in particular that special machinery be set up to deal with the question. The persons composing the suggested body should come from different countries and different social systems so as to ensure maximum effectiveness.

Mr. Slater considered that the Office proposals were the fruit of very careful consideration of the problem; the document submitted to the Governing Body could in no way be regarded as discriminatory. While endorsing the idea of an educational and promotional programme, the Bulgarian Government accordingly urged that other measures be taken to supplement that programme and in particular that special machinery be set up to deal with the question. The persons composing the suggested body should come from different countries and different social systems so as to ensure maximum effectiveness.

Mr. Goroshkin said that it was inadmissible in a century in which human genius had made such enormous strides in all fields that the people in certain countries should still be the victims of discrimination, an evil remnant of the past. In the U.S.S.R., equality of all citizens in all walks of life was guaranteed by law, and any propaganda directed against a particular race was punishable by law. The I.L.O. should take urgent steps to induce governments to ratify and implement the Discrimination (Employment and Occupation) Convention; it should also set up appropriate machinery to deal with the question.

Mr. Collison said that the Workers' group had decided not to suggest any positive measures for the time being, in order to derive profit from the debate with a view to making positive proposals at the 150th Session.

Analysis sometimes simplified a problem by revealing its basic factors. Thus, forms of discrimination fell into three categories: discrimination in employment, discrimination proceeding from the law and discrimination as a result of social causes which were attributable to the people themselves. The third was perhaps the most important, because if people were educated to realise that discrimination was morally and practically wrong the other forms of discrimination would tend to disappear of their own accord. No one could claim to be entirely free of this failing. What was necessary was to recognise that every person ought to be free to fulfil himself in his own way, provided that in so doing he did not limit the freedom of other people or harm them in any way.

Discrimination in employment was the peculiar responsibility of the I.L.O. It ought therefore to bring pressure to bear on governments and on employers' and workers' organisations to ensure that the Conventions it had adopted on freedom of association, on forced labour and on discrimination were implemented. Certain difficulties might be expected: in the United Kingdom, for instance, in regard to sex discrimination, the trade union movement preferred to negotiate the problem with the employers rather than to have it settled by law.

To combat social discrimination educational and promotional action was necessary and, as was stated in paragraph 32 of the Office document, an educational approach to the problem might, initially at any rate, constitute an appropriate method of mobilising all available resources. But programmes of an educational nature were not the only possibility, and in certain cases it might be essential for the law to take a hand in bringing people to a degree of maturity which would enable them to accept the precepts of the Declaration of Philadelphia. In this, as in other spheres of social life, governments were sometimes in advance, and certain elements in the population as a whole lagged behind.

On the other hand it would not seem that the I.L.O. was competent to tackle the problem of legislative discrimination. Other agencies might, after making a review of the position, make representations
to the offending States in order to persuade them to repeal the laws in question.

The very urgency of the problem made it necessary to be certain that right action was being taken and to avoid too hasty introduction of programmes that might do more harm than good. Any information which the Office could furnish in that connection would be most helpful.

Mr. Aoba said that the Japanese Government was in favour of any measures designed to facilitate solving the problem of discrimination by promotional and educational programmes, and supported the Director-General's proposals, subject to any adjustment which might subsequently be necessary.

Mr. Waline approved the initiative taken by Mr. Rifaat in proposing the resolution on discrimination adopted by the Conference, and endorsed the remarks he had made. The Employers were wholehearted supporters of the campaign against discrimination, provided that it did not operate only in one direction and was not exploited for purposes of political propaganda. Discrimination was odious by whatever race it was practised. In the field of employment there must be no discrimination in favour of members of one trade union rather than another or in favour of members of an official union in countries where there was no possibility of parallel unions existing.

In practical terms the important thing was that States should ratify the Conventions, should give real effect to them and should agree to supervision of their application. As regards the setting-up of new machinery, the I.L.O. would be in a position similar to that which existed in the field of freedom of association if a body on similar lines were established. Although they could look to the international labour standards and the principles of the Constitution or the Declaration of Philadelphia for guidance, the members of the Committee on Freedom of Association had often felt somewhat at a loss because the questions that arose frequently related to points of implementation which had never been the subject of any standards. It would therefore be wise to determine the competence of any body that might be created and to lay down general rules to guide its activities.

Mr. Yu was of the opinion that the question of establishing machinery should be given close attention. Among other things, any body that was set up might consider the problems arising out of the treatment of Chinese nationals in certain countries. In some cases non-nationals, because of their race, were not allowed to become naturalised even though they had been living in the country for two or three generations; they thus perforce became stateless and might have to give up their homes and businesses. In the event of inquiries as to whether a proposed law or procedure in a given country would be in breach of a Convention, attention should also be given to the question of whether it was not inimical to the spirit of harmonious co-operation between individuals living in that country. He hoped that the Director-General would make proposals to the 150th Session of the Governing Body for concrete machinery to handle such situations. No misunderstanding should be allowed to subsist as to the real sense of the word "discrimination" in Convention No. 111.

Mr. Miura, replying to Mr. Waline, said that the problem should not be complicated unnecessarily. For instance, in regard to the question of multiple trade union movements, the Conference Committee responsible for drafting the Freedom of Association and Protection of the Right to Organise Convention at the 30th Session in 1947 had abandoned the attempt to deal with "closed-shop" practices. Any attempt now to deal with it in the context of discrimination would fatally jeopardise the institution of machinery capable of dealing with questions of discrimination as a whole. The scope of the problem might be broadened almost indefinitely, because even trusts and cartels had some bearing on employment. In practice, therefore, the working of the suggested machinery might give rise to much discussion, and the Director-General should devote particular attention to this aspect of the problem. Neither "closed-shop" practices nor the formation of cartels had any real relevance to the forms of discrimination which Mr. Kaplansky and others had in mind. The I.L.O. should be modest in its ambitions and not try to concern itself with discriminatory acts of every imaginable kind.

Mr. Haythorne made the point that when reviewing the possibility of setting up special machinery, the Director-General should be free to conclude that perhaps special machinery was not necessary.

Mr. Waline explained that, in referring to discrimination in favour of certain unions, he was thinking of a passage in Chapter IV of the report published in 1960 by the I.L.O. on "The Trade Union Situation in the U.S.S.R.", from which it appeared that trade unionists enjoyed preferential treatment as regards social security benefits, holidays in rest homes and the allocation of new apartments, and that it was doubtful whether non-organised workers could hope for similar treatment.

Mr. O'Brien said that although the Conference in 1947 and 1948 had not thought fit to deal with discrimination in regard to the exercise of trade union rights, it would be a great pity if the I.L.O. were to evade on a second occasion a question which had already been catalogued as one which gave rise to discriminatory practices. Discrimination by trade unionists against non-unionists had become worse of recent years, and there had been many examples of pressure exerted on employers for the purpose of enlisting their support in enforcing it. The result was a complex situation, and although it might be difficult to remedy, the I.L.O. should not say that the problem was outside its competence.

Mr. Goroskin, in reply to Mr. Waline, said that it was easy to pick out certain sentences from a document without understanding their real meaning and to construe them as indicating that there was discrimination in the U.S.S.R. The trade unions in the U.S.S.R. operated a large number of rest homes and sanitoria on their own account; together with the management they took part in the allocation of accommodation. But there was nothing discriminatory in that. The trade unions also had extensive rights in other fields: they had an influence on the life of the undertaking; they supervised wage fixing; and without the agreement of the trade unions the director of the undertaking did not have the right to dismiss a worker. Incidentally, the U.S.S.R. Government representatives would be glad to discuss the whole of the Office report on "The Trade Union Situation in the U.S.S.R." with anyone.

The Director-General considered that the debate in the Governing Body had provided him with valuable
The Governing Body requested the Director-General to take into account the discussion at the present session and to submit further proposals at its 150th Session (November 1961).

Progress Report on Action Taken as regards the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

Mr. Nettey, referring to paragraph 7 of the Office document, said that in Ghana the possibility of ratifying international labour Conventions was examined by the National Advisory Committee on Labour, which advised the Minister responsible for labour matters. Ghana labour legislation provided for equal treatment of all workers without distinction of nationality, sex or creed. The National Advisory Committee on Labour had therefore recommended ratification of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and the Ghana Legislative Assembly was about to consider the matter. The ratification would shortly be communicated to the International Labour Office.


SECOND ITEM ON THE AGENDA
Appointment of the Board of the International Institute for Labour Studies

Mr. Goroshkin recalled that when the establishment of an international institute for labour studies had first been suggested, the U.S.S.R. Government had taken a favourable view of the proposal. From the outset, however, his Government had made clear its opinion that the Institute should concentrate its attention on the major questions concerning the rights of workers, particularly those in the developing countries. The Governing Body had not yet been informed of the exact syllabus of the Institute, and it was to be hoped that a paper on the subject would be submitted at an early date. The U.S.S.R. Government had also observed that the success of the Institute would depend on proper representation of the Socialist countries in its organs. Nevertheless, the Board which would direct the Institute's work included among its 13 members only one representative from the Socialist countries, whereas nearly 50 per cent. of the seats on the Board were alloted to representatives of Western Europe and the United States, and other countries connected with the latter group were also represented, with the result that the interests of the Socialist countries would certainly be prejudiced. Labour problems had been satisfactorily solved in the Socialist countries, and it would have been desirable for the Institute to be able to study the position in those countries.

For the foregoing reasons the U.S.S.R. Government could not endorse the proposals for the composition of the Board of the Institute which were before the Governing Body; they reflected the "cold war" policy of ignoring the interests of countries which extended over more than one-third of the world's surface, accounted for nearly 40 per cent. of world production and were making rapid headway.

Subject to the opposition of the U.S.S.R. Government representative, the Governing Body adopted the proposal in paragraph 7 of the Office document.

Mr. Bergenström noted that it was provided in paragraph 2 of article II of the Regulations for the Institute that the five members of the Board appointed by the Governing Body of the I.L.O. must possess outstanding international experience. It did not, however, appear that Dr. Grigoriev, the U.S.S.R. nominee, had any international experience, and the Governing Body was therefore entitled to ask for some further information as to Dr. Grigoriev's international activities.

Mr. de la Fuente Locker expressed satisfaction on behalf of the Latin American representatives that Mr. Barboza-Carneiro had been nominated by the Director-General as a member of the Board of the Institute. His outstanding merits were known to all, and he was particularly well qualified to speak on behalf of the Latin American countries.

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

TENTH ITEM ON THE AGENDA
Proposal for the Amendment of Article 7 of the Constitution of the International Labour Organisation relating to the Composition of the Governing Body

Mr. Waline recalled that at the 147th Session of the Governing Body the Employers' members had stated that they were sympathetic to the idea of an increase in the representation of member States in the Governing Body in some manner which remained to be determined.
Mr. Ladhari said that the constant increase in the number of States Members accentuated the imbalance between the permanent members of the Governing Body and the non-permanent members who, having only ten seats between them, had to wait a very long time for their turn to come round. It was not too much to ask that all States Members should be given a reasonable chance of taking a hand in the management of international affairs; this was a question of equality of rights for which a solution was overdue. The opposing arguments that an increase in the number of members of the Governing Body would hamper its work and entail increased expenditure on per diem allowances and material arrangements did not appear to be decisive, as any such additional expenditure would be a mere drop in the ocean. In any event it was urgently necessary to increase the number of elective members to 14. On the other hand, it would be difficult to reserve two seats for the States of chief agricultural importance because the criteria adopted for the determination of industrial importance included elements, such as national income, which took account of agricultural activity.

As regards the suggested temporary measures to enable a larger number of States to participate in the work of the Governing Body without waiting for the 1963 elections, the two solutions proposed were of unequal value. The suggestion that States holding titular seats should have the right to appoint as their substitutes representatives of another State was unlikely to be effective, since a State which held a titular seat always arranged to appoint someone capable of attending the Governing Body in person, and the role of the substitute would thus be very insignificant. The second suggestion, namely that States holding the two seats for the States of chief agricultural importance might diminish the Governing Body’s effectiveness if the Governing Body were to be truly effective, it was essential that consideration be given without delay to amending that part of the Constitution which related to the Governing Body. It was for the Conference to decide how the Constitution should be amended, what the size of the Governing Body should be, and how the permanent and elective members should be appointed.

The question of amending article 7 of the Constitution should therefore be included in the agenda of the 45th (1961) Session.

Mr. Abeywira drew attention to the position of the 87 States which had to share the ten elective Government seats on the Governing Body, and the vast majority of which undoubtedly entertained a natural desire to serve on the Governing Body at reasonable intervals.

Against the proposal to increase the membership of the Governing Body it had been argued that it would be difficult to determine the countries of chief agricultural importance; that an increase in membership might diminish the Governing Body’s effectiveness; and that the resulting increase in administrative costs might entail a reduction in expenditure on other essential services. On the first point, the comments made in the Office document were valid, and he did not wish to press this particular aspect of the problem further. The other two objections were of course pertinent, but it should not be forgotten that if the Governing Body were to be truly effective, it should be in a position to express at all times the thoughts and wishes of the member States, and particularly of the new countries which had recently joined the Organisation.

Careful scrutiny of the courses which would not involve constitutional amendments, as outlined in the Office document, showed that they would not achieve the purpose in view. At the present time the States which had to compete for the elective seats on the Governing Body could have full membership only once in about 25 years, a situation which seemed neither fair nor reasonable. To increase the number of Government deputy members to 12, 14 or 16 would not satisfy these States, since deputy membership did not carry with it the right to vote; moreover, the objection that the Governing Body’s effectiveness would be diminished would still be valid.

For all those reasons he maintained the view he had expressed at the 147th Session that the number of Government regular members should be increased by four and the number of Employers’ and Workers’ regular members by two each. The total membership of the Governing Body would be no larger than if the solution of increasing the number of Government deputy members were adopted, and the Governing Body would have substantially the same number of Government members as the executive bodies of W.H.O., U.N.E.S.C.O. and F.A.O. He sincerely hoped that the Governing Body would adopt this proposal unanimously.

Mr. Tsankov said that the new States in Africa and Asia which had been admitted to the I.L.O. on attaining their independence were insufficiently represented on the Governing Body. The same was true of countries with special social systems.

The proposals for solving the problem without amending the Constitution were unsatisfactory because they would not permit all those countries to take an effective part in the Governing Body’s work, as they would not have the right to vote. The difficulties mentioned regarding procedure and additional expenditure were not insurmountable. If the I.L.O. wished to keep up with the times, it was essential that consideration be given without delay to amending that part of the Constitution which related to the Governing Body. It was for the Conference to decide how the Constitution should be amended, what the size of the Governing Body should be, and how the permanent and elective members should be appointed.

Mr. Mori pointed out that it was too late to include the question in the agenda of the 45th Session of the Conference, as the time limit for doing so had expired. The Workers’ members believed that the Governing Body should have a general discussion of the problem, in the light of which they would determine their position at the November 1961 session. They were, however, sympathetic to the proposal which had been put before the Governing Body.

It was understandable that the new States should wish to play a more active part in the Governing Body. One way of achieving that purpose would be to adopt the proposal to increase the membership of the Governing Body by eight; another, as was suggested in the Office document, would be to increase the number of deputy or substitute members, thus obviating the need for constitutional amendment. A third possibility would be for the Government group to follow the example of the Workers’ group, which had made room for representatives of the new States in proportion to the present membership of the Governing Body. The question of proportion arose in any event. The number of States Members of the I.L.O. was bound to increase; should the membership of the Governing Body also be increased by successive stages to the point where it would no longer be able to perform efficiently its functions as an administrative body? The sponsors of the proposed amendment should bear that aspect of the question in mind. The Workers’ members would try to choose.
the solution which would best reconcile the legitimate aspirations of the new countries with the effective operation of the Governing Body.

_Father Stokman_, referring to the statement in the Office document that the Governing Body was composed of a total of 91 persons and that it would number 105 if the proposed amendment were to be adopted, pointed out that the Employers' and Workers' substitute deputy members attended only in the absence of the regular and deputy members; the two totals of 91 and 105 should therefore be reduced by 21. The question of enlarging the Governing Body room, to which reference was made in paragraph 15 of the document, would arise in any event, even if the solution suggested to avoid amendment of the Constitution were adopted.

Increasing the number of Government deputy members would not satisfy the new States, because deputy members had no vote in the Governing Body. That was a more serious handicap for the Government members than for the Employers and Workers, who determined their position in regard to a given question in a manner which placed deputy members on an equal footing with regular members. Besides, Government deputy members were in practice never titular members of the committees.

Lastly, he did not think that a solution could be found in a redistribution of elective seats, such as was suggested in paragraph 32 of the Office document, since the difficulty lay in the fact that only ten elective seats were available. For the various reasons he had mentioned he was in favour of the proposed amendment. He could not, however, support the idea of reserving two permanent seats for the States of chief agricultural importance. Agricultural importance was already taken into account in determining industrial importance, and it would be undesirable to increase the number of non-elective seats on the Governing Body. He therefore hoped that the authors of the proposal would agree to its modification to provide that the Governing Body should in future comprise 14 elective Government members in addition to the ten members of chief industrial importance, failing which he would move a sub-amendment.

_Mr. Pico_ recalled that at the previous session of the Governing Body he had supported the proposed amendment, in keeping with the position adopted by Argentina in other international organisations. The part of the proposal relating to permanent representation for the two countries of chief agricultural importance did not appear to be acceptable, however, and paragraphs 17 to 21 of the Office document, especially the last sentence of paragraph 21, clearly showed what difficulties might arise if this part of the original proposal were to be adopted.

Generally speaking, the tendency of the document was to argue against the proposed increase, and many of the arguments were not well founded; for instance, paragraph 15, which referred to the alleged need to enlarge the Governing Body room, and particularly paragraph 12, which indicated that proposals for increasing the membership of the United Nations Security Council and Economic and Social Council had been rejected by the Special Political Committee of the General Assembly. The reason why those proposals had been rejected was that they had been fundamentally altered by an amendment designed to redistribute the seats at present available on the bodies concerned. In both cases, many of the sponsors of the original proposals, including the Argentine delegation, had in the end voted against them as amended. The fact was that the Latin American countries were in favour of an increase in the size of the executive bodies of the international agencies, but they were opposed to any modification of the present structure of those bodies at the expense of areas which had always had a given number of seats on them.

The Government of Argentina and the governments of the other Latin American countries therefore supported the proposal that the number of elective Government members of the Governing Body should be increased from ten to 14.

_Mr. Hamid Ali_ likewise supported the proposal for an increase in the size of the Governing Body. The desire of the new States Members to participate in the deliberations of the Governing Body was natural and understandable. The difficulties which would result from an increase in membership need not be given undue importance. The increase in administrative costs would not weigh too heavily on the I.L.O. budget. Again, while it was true that an increase in the size of the Governing Body would make it more unwieldy, this was to some extent unavoidable owing to the tripartite character of the Organisation, and the difficulty could be partly overcome by entrusting more responsibility to the committees of the Governing Body. The suggested solution seemed the best that could be adopted in the circumstances.

_The debate was adjourned until the next sitting._

The sitting closed at 6.15 p.m.

G. C. LODGE.

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1 See below, Minutes of the Fifth Sitting, pp. 37-41.
The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Mr. Abeywira, Mr. Ako, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenström, Mr. Calamari, Mr. Campanella, Mr. Claussen, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Erdmann, Mr. Faupl, Mr. Geamanu, Mr. Ghayour, Mr. Goroshkin, Mr. Haythorne, Mr. Kaplansky, Mr. Ladhari, Mr. Meran, Mr. Mishiro, Mr. Monk, Mr. Mori, Mr. Nettey, Mr. Parker, Mr. Pico, Sir George Pollock, Mr. Pomés, Mr. Ramadier, Mr. Richter, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yü.

TENTH ITEM ON THE AGENDA

Proposal for the Amendment of Article 7 of the Constitution of the International Labour Organisation relating to the Composition of the Governing Body (concl.)

Mr. Nettay associated himself with the remarks made by Mr. Ladhari, Mr. Abeywira and Father Stokman and stressed that it was reasonable and logical that the regular, rather than the deputy, membership of the Governing Body should be increased so that members would have the right not merely to speak but to participate fully in the executive functions of the Governing Body and to vote on matters of policy.

At the First African Regional Conference a Ghana Government delegate had advocated an enlargement of the Governing Body and the employment of Africans at the highest levels in the Office in order to reflect the growing African membership of the Organisation and, by bringing in Africans who had intimate knowledge and experience of the practical problems and difficulties in their continent, to guide the I.L.O. in such a way as to enable it to be of real service to Africa. The membership of African countries in the I.L.O. tended to be regarded as entitling them only to technical assistance. There was, however, a growing feeling of resentment among developing African States against the paternalistic attitude of certain metropolitan countries, which they regarded as a device for perpetuating colonialism, especially when academic or technical arguments were advanced to postpone or prevent the participation of Africans in deciding matters relating to their own countries.

There was a need for revision of the rules concerning the composition of the Governing Body, even if it involved a redistribution of the seats of the 20 Government members. As recent examples had shown, undue conservatism and delay when change was needed might lead to an explosive situation with disastrous results.

Mr. Goroshkin said that when the question of a change in the composition of the Governing Body had been discussed at the last session speakers had been unanimously in favour of such a change. At the present session, however, there appeared to be a certain reluctance to pass from words to deeds. The U.S.S.R. Government considered that there was no justification for referring the matter to the autumn session of the Governing Body. It had already been under consideration for four months, and the Governing Body should now take a decision to refer the question of the amendment of article 7 of the Constitution to the Conference to be dealt with at its coming 45th Session.

The U.S.S.R. Government was in favour of increasing the number of regular members of the Governing Body in order to permit fuller representation of countries which had recently become independent and to enable them to take an active part in the Organisation. Amendment of article 7 would also make it possible to achieve better representation of the various economic and social systems and fairer geographical distribution.

Mr. Said Salama conceded that amendments to the Constitution should not be undertaken lightly and should be kept within the strict limits of present and justifiable necessity. Such a necessity had existed when the composition of the Governing Body had last been changed in 1953, and now, in view of the steady increase in the membership of the Organisation, there was a similar need to enlarge the membership of the Governing Body.

Other specialised agencies had increased the membership of their executive bodies. In the case of the I.L.O. the total increase in size of the Governing Body had to be larger because of its tripartite composition, although the chief problem was that of Government membership, since the existence of ten permanent seats, which was a peculiarity of the I.L.O., left very few seats to be filled by election. Moreover, the fact that the I.L.O. dealt with labour questions, which were many, varied and complicated, made it necessary for the membership of the Governing Body to be larger than that of any of the other specialised agencies dealing with more concrete and less complex questions.

The original proposal had been made in response to a wish widely expressed at the last two sessions of the Conference; it was not a regional proposal and had been sponsored by 21 member States representing all geographical groups. It would therefore be advisable to keep to the original proposal as amended by Mr. Ladhari, namely that the composition of the Governing Body should be increased by four elected regular Government members, two Employers’ members and two Workers’ members. He did not advocate any increase in the number of deputy members and would even agree to its being reduced if material difficulties could be overcome in that way.

As regards procedure, the proposed amendment to the Constitution had originally been presented by the delegates of a large number of governments.

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1 See above, Minutes of the Fourth Sitting, pp. 34-36.
Mr. Slater thought that Mr. Said Salama had made a helpful contribution to the discussion. There was clearly a general feeling that some change was due in the size or perhaps the disposition of the membership of the Governing Body, but it had not yet been possible to reach conclusions as to the way in which changes might be made.

At the last session of the Governing Body many speakers had hesitated to express their views before hearing the opinions of the sponsors of the proposal. Their silence did not mean either agreement or disagreement with the proposal, and it would be difficult now for those who had not spoken at all to translate words into deeds as Mr. Goroshkin had suggested. He agreed with Mr. Goroshkin, however, that the Governing Body should try to reach a decision at the present session.

The stated objective of the proposal was "not only to increase the number of seats on the Governing Body but also to realise a more equitable and comprehensive representation of the various factors of the economy." The two parts of the objective, although connected, had a different bearing on the discussion. It did not follow that an increase in the number of seats would necessarily make for better representation; the voting power of the new Members of the I.L.O. would be reflected in the electoral college at the next elections in 1963, and therefore the distribution of seats would largely depend on how those who wished to change it exercised their votes at that time. He had much sympathy with the idea that over the years there should be much wider representation of African and other countries. It should not be forgotten, however, that there were founder Members of the Organisation which had never yet served on the Governing Body.

The proposals made in the Office document were designed to secure some increase in the membership of the Governing Body without the delay consequent upon a change in the Constitution which could have no effect until 1963 at the earliest. Any such change would, moreover, need ratification by a two-thirds majority of Members, including at least five of the States of chief industrial importance; in the case of the I.L.O. the period it had taken to secure the necessary ratifications, although in the present case any such delay would doubtless be avoided by the general desire for a change. Speakers had made it clear, however, that they were not satisfied with any suggestion that would not increase the number of regular members. Other speakers rejecting the Office proposal had pointed out that it would still increase the total membership of the Governing Body, and several had expressed the view that the Governing Body in any larger form might tend to be unwieldy. The original proposals included the provision that two of the four additional Government members should be permanent members as States of chief agricultural importance, and although certain misgivings had been expressed about the practicability of this, the sponsors of the amendment had clearly considered that there was some merit in increasing the number of permanent seats, even though some of them might be differently designated.

The discussion seemed to have shown three points on which a proposal might be based, namely that an increase in the number of regular members was to be preferred to an increase in the number of deputy members; that an increase in the total number of members of the Governing Body ought to be avoided if possible; and that there was some propriety of increasing the number of permanent seats pro rata to any increase in the number of elected regular members. There was also an implicit consideration that the ratio of regular Government members to regular Employers' and Workers' members should be maintained.

To meet all those points while including the exact increases in the full membership proposed by the sponsors of the amendment, he proposed that the 46th Session of the Conference in 1962, which was the earliest possible date, should be asked to amend the Constitution so that the Governing Body should consist of 48 persons: 24 representing governments, 12 representing employers and 12 representing workers. Of the 24 persons representing governments 12 would be appointed by the Members of chief industrial importance and 12 by the Members selected for that purpose by the Government delegates to the Conference, excluding the delegates of the 12 Members mentioned above. The Conference would also be asked to amend its Standing Orders so as to reduce the number of deputy members to offset the increase in the number of full members, thus maintaining the present total size of the Governing Body. The latter suggestion should not be unacceptable to Mr. Said Salama.

There might be some criticism of the suggestion that the additional Government regular members two should represent States of chief industrial importance. Over the years a balance had been maintained between the number of States of chief industrial importance and of elected States, although in the early days the balance had been more in favour of the former. His proposal would maintain the present proportion of half and half. It might also be remembered that at present the States of chief industrial importance contributed more than two-thirds of the I.L.O. budget and that this proportion would not be changed by the increase in membership of the I.L.O. which had taken place in 1960 and 1961.

The proposal he had made represented the thinking of a number of Government members of the Governing Body, and he hoped that it might help the other groups to come to a conclusion.

Mr. Claussen agreed that a decision should be taken at the present session of the Governing Body. In every democratic body only a certain number of countries could take part in the work of the executive organ at any one time, and some selection was inevitable. However, the most important collaboration a State could give was to ratify the Conventions and apply the Recommendations; in that respect all States had an equal opportunity of contributing to international social justice and social progress.

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1 The text of Mr. Slater's proposal as circulated to the members of the Governing Body is as follows:

The Governing Body decides to include in the agenda of the 46th Session of the International Labour Conference the following item:

Substitution in 'the provisions of the Constitution of the International Labour Organisation relating to membership of the Governing Body of the figures "forty-eight", "twenty-four", and "twelve" for the figures "forty", "twenty" and "ten".

The Governing Body recommends to the Conference that on the coming into force of an amendment to the Constitution increasing the membership of the Governing Body to forty-eight the number of places of deputy members provided for in the Standing Orders shall be reduced to six in the Government group and to eight in the Employers' and Workers' groups.
Mr. Slater’s proposal was an eminently suitable method of achieving the desired ends. The Governing Body must try to give more States an opportunity of co-operating in its work without reducing its own efficiency, which might suffer from too large a membership. The Government of the Federal Republic of Germany accordingly supported the proposal entirely.

Mr. Ramadier said that the French Government would vote for the alternative solution suggested in the Office document, which, although not altogether satisfactory, appeared to meet the case for the time being. He wished, however, to stress that a substantial increase in the size of the Governing Body was liable to turn it into a kind of miniature Conference that would necessarily have to adopt different methods of deliberation without being able to get results. The only remedy would then be to set up a smaller executive, perhaps by extending the powers of the Officers, thus merely removing any unsolved difficulties to a different level. The issue was really that of the disappearance or dilution of the Governing Body’s powers, which would lead to more power being vested in the Director-General and to the creation of new machinery.

Mr. Geamanu regretted the formalistic approach adopted in the Office document, which did not go into the substance of the issue or propound any satisfactory solution. While he was not unmindful of the financial and administrative implications, they should not be allowed to override the universally accepted principles of proportional representation in the geographical and social sense. The question was not one of numbers but of proportion and quality.

Hitherto the problem of representation for new member States had been solved automatically by increasing the size of the Governing Body, but nothing had been done to ensure the qualitative representation of the three major groups of States which had had a different social experience and development. All too often the interests of certain States whose existence and experience had long been recognised were overlooked.

The Rumanian Government supported the inclusion in the agenda of the 45th (1961) Session of the Conference of the original proposal to amend article 7 of the Constitution, as reproduced in the Office document.

Mr. Ago was not in favour of the half-measure of creating more deputy members; it would swell the size of the Governing Body, already very large, and yet leave unsatisfied the legitimate demand for an increase in the number of regular members. The eventual result might be a greater increase than was now proposed. It was a fact that the considerable growth in the membership of the I.L.O. had undoubtedly produced a need for wider representation of the new Members. He therefore fully supported Mr. Slater’s proposal but suggested as an additional concession that the number of deputy members should be eight for each group. It was, however, absolutely necessary to preserve the principle of one-half of the Government seats being allotted as of right to the States of chief industrial importance.

Mr. Aoki also expressed support for Mr. Slater’s proposal.

Mr. Bravo Caro thought that the fact that basically the industrial countries would be selected as permanent members was an anti-democratic element in Mr. Slater’s proposal.

Mr. Dreyer found merit in Mr. Slater’s proposal, in so far as it would increase the number of full members of the Governing Body without increasing its total size. However, he expressed misgivings about increasing the number of permanent seats from ten to 12 and simultaneously reducing the number of Government deputy members by four. It would mean that the Government electoral college would be entitled to elect 12 regular and only six deputy members, instead of ten as at present, which was small satisfaction for countries with no prospect of a permanent seat.

Mr. Pico said that all the Latin American Government members were in general agreement with Mr. Slater’s proposal except in respect of the proposed increase in permanent seats from ten to 12. They considered that to increase the number of privileged members would be undesirable in any amendment, which was to make a larger number of seats available for unrepresented countries, and that the number of deputy members should remain unchanged.

Mr. Haythorne supported Mr. Slater’s proposal, together with Mr. Ago’s suggestion that the number of deputy members should be eight for all three groups. This arrangement would maintain the balance between permanent and elective members, for which Mr. Slater had produced convincing arguments, and would also allow sufficient scope for achieving a more equitable geographical balance at the next Governing Body elections. It should be realised, however, that it would largely rest with the Government electoral college in 1963 to determine how the elective seats could best be allocated. A system must be worked out that could both maintain the efficient operation of the Governing Body and afford reasonable representation to all Members of the I.L.O. The increase in the size of the Governing Body beyond a certain point was bound to affect its efficiency.

Mr. Ladhari said that the African States could not accept Mr. Slater’s proposal as it stood, but that they could entirely subscribe to it with Mr. Pico’s suggested amendments. There was no constitutional reason for preserving numerical equality between permanent and elective Governments regular members; the argument that the States occupying permanent seats contributed two-thirds of the budget carried some weight, but the issue was not basically a financial one, since the I.L.O. was concerned primarily with raising the standards of living of the peoples. It was precisely those States which most needed I.L.O. assistance in raising standards of living that were asking for a fair chance to have their say in the discussions of the Governing Body. He therefore advocated the figures of ten permanent and 14 elective Government members; on practical grounds it would be preferable not to increase the present number of deputy members.

Mr. Said Salama thanked Mr. Slater for accepting the principle of an increase in the size of the Governing Body. However, he did not see the necessity for the maintenance of numerical equality between permanent and elective members; the financial argument was not relevant, and although in 1953 it might have been a democratic necessity to equate the figures of permanent and elected members, this
would no longer be the case if the number of elected members were to be increased. The I.L.O. was moreover the only specialised agency to have permanent members on its executive body.

A minor point in the original proposal that had been overlooked in the Office paper and in the discussion was the suggested deletion of the requirement in article 7, paragraph 4, that two Employers' and two Workers' representatives should be from non-European States, a clause that was clearly obsolete. The original proposal had also called for the inclusion of the item in the agenda of the 45th (1961) Session of the Conference. He could not understand why Mr. Slater now proposed its deferment until the 46th (1962) Session of the Conference. The question of its inclusion had already been discussed at the November 1960 Session of the Governing Body, and the item would not involve setting up a new technical committee, as it could be referred either to the Standing Orders Committee or to the Resolutions Committee.

The Chairman pointed out that under article 15 (1) of the Constitution the agenda must reach the Members four months before the meeting of the Conference. The item had not been placed on the agenda in time for this deadline to be met, and therefore the 46th (1962) Session was the earliest at which it could be discussed by the Conference.

Mr. Ago, taking up certain incorrect statements that had been made in the debate, pointed out that it was wrong to speak of "permanent" or "non-permanent" representation in the Governing Body. There were members as of right, but they were by no means permanent; their selection depended on certain factors, and the States in question might change as a result of a shift in world economic conditions. Even more fallacious was the suggestion that the de jure members of the Governing Body were there because they made the biggest contribution to the budget. That was to confuse the effect with the cause; they were members as of right because they represented the largest part of the world's working population, and because they were the countries with the most workers they paid the highest contributions. The justification of the principle of a balance between members as of right and elective members was precisely that it was a principle of true, rather than formal, democracy. Formal democracy would claim that everyone had an equal right to sit on such a body, whereas true democracy would seek to ensure the presence of States with the largest labour force. Thus, if there was to be an increase in the size of the Governing Body, the first essential was to see to it that two of the four new members represented the largest part of the world's working population.

Mr. Slater's proposal went a long way towards a compromise, because it was realised that the time had come to make room for the new States. It was also realised, however, that any solution must command general acceptance, a two-thirds vote and two-thirds ratification. A compromise could not be one-sided, and he urged that no attempt should be made to amend the proposal which already went far towards reaching a solution.

Mr. Pico observed that at present the Government group consisted of 20 regular and 10 deputy members, of which ten were the countries of chief industrial importance, leaving 20 regular and deputy seats to be distributed among all the other Members of the Organisation. Under Mr. Slater's proposal there would be 24 regular members and six deputy members, making the same total of 30, but of those 30 seats 12 would go to the Members of chief industrial importance and only 18 would be left to be filled by election. He did not see how that arrangement would meet the aspirations which had prompted the proposed amendment.

The Chairman urged the Governing Body to approach the matter in a spirit of maximum cooperation and compromise. It was in the interests of the whole Governing Body to keep the total number as small as possible in the interests of efficient working. He adjourned the sitting to permit of consultations within the groups.

The sitting adjourned at 11.45 a.m. and resumed at 12.20 p.m.

Mr. Ladhari proposed an amendment to Mr. Slater's proposal, to the effect that the item should be included in the agenda of the 45th, rather than the 46th, Session of the Conference. The matter had already been discussed at the 44th Session of the Governing Body and had obtained sufficient support to warrant the question of principle being regarded as adopted. Consequently it was not too late to place the item on the agenda of the 45th Session of the Conference without strictly observing the four months' rule.

The sponsors of the proposal accepted the first part of Mr. Slater's amendment, but proposed the deletion of the second paragraph, which did not involve an amendment to the Constitution but merely an alteration in a provision of the Standing Orders of the Conference. The procedure for such alterations was a simple one, and there was no need to deal with it in the Governing Body. In addition, they proposed the substitution of the number "14" for the number "ten" in the third line of paragraph 2 of article 7.

Mr. Said Salama said that to include the question in the agenda of the 45th Session would be in conformity with the spirit of the Constitution. The matter had been fully discussed at the last two sessions of the Conference, and everyone who had attended them was familiar with it.

Mr. Goroshkin endorsed the remarks of the previous speaker.

Mr. Haythorne said that under the Constitution the Governing Body had no choice in the matter: it was too late to decide to place the item on the agenda of the 45th Session of the Conference.

Mr. Weaver agreed with Mr. Haythorne and pointed out that for governments practical problems connected with their preparations for the Conference discussions were also involved.

The Chairman observed that a very formal procedure was laid down in the Constitution and Standing Orders regarding the placing of items on the agenda of the Conference. While it was true that the matter had been discussed by the Governing Body at its last session in November 1960, there had certainly been no decision to place it on the Conference agenda. It would therefore be impossible to include it in the agenda of the 45th (1961) Session of the Conference without violating article 15 of the Constitution, and he would so rule.
In the light of this ruling Mr. Ladhari withdrew the part of his amendment which related to discussion of the item at the 45th Session of the Conference.

Mr. Barboza-Carneiro (observer), speaking at the invitation of the Chairman, said that one of the sponsors of the original proposal, Mr. de Araujo Faria, was a Brazilian delegate. As Mr. Ladhari had claimed to speak on behalf of all the sponsors, Mr. Barboza-Carneiro wished to state that he had not been consulted on the proposal to submit the amendment to the coming session of the Conference, and was not in agreement with the considerations advanced by Mr. Ladhari.

Mr. Möri said that the Workers' group had unanimously decided to accept the first paragraph of Mr. Slater's proposal, as it related to article 7 (1) of the Constitution only. It had further decided to propose an amendment to the proposal as it related to article 7 (2) of the Constitution, to the effect that the numbers in that paragraph be changed to "24", "10" and "14" respectively. The Workers' group did not accept the second paragraph of Mr. Slater's proposal and thus desired no change in articles 49 and 50 of the Standing Orders relating to deputy members.

Mr. Waline said that the Employers' group had reached exactly the same conclusions as the Workers' group, and with the same unanimity.

Mr. Ladhari, speaking for the original sponsors, accepted the formulation of the proposed amendment given by Mr. Möri and thanked the Employers' and Workers' groups for their support.

Mr. Haythorne stressed the importance of deciding the question of deputy membership at the same time as that of regular members. There seemed to be general agreement that an increase in the over-all size of the Governing Body should be avoided if possible.

Mr. Weaver said that he had understood from the discussion that the sponsors of the original proposal attached little weight to deputy membership and agreed on the need for maintaining the total size of the Governing Body substantially unchanged in the interests of efficient administration. It was mainly on account of that consideration that the United States Government had joined with others in recognising the fundamental need for wider representation. He failed to see how both purposes could be accomplished without adopting the essence of Mr. Slater's proposal, and therefore strongly urged the retention of its second paragraph.

Mr. Yu expressed support for Mr. Slater's proposal regarding the amendment to the Constitution, including the increase in the number of seats allotted to States of chief industrial importance, as it would be difficult to make a satisfactory distinction between "industrial" and "agricultural" importance. The Chinese Government was inclined to view the question of deputy membership with generosity, considering that it would be more difficult to meet the aspirations of the new States if the numbers were reduced. He therefore favoured the deletion of the second paragraph of the proposal.

Mr. Goroshkin, having regard to the Chairman's ruling that the item could not be considered until the 46th (1962) Session of the Conference, suggested that the discussion be adjourned until the 150th Session of the Governing Body in November 1961, so as to give time for more mature study of the various proposals which had been put forward during the debate.

The Chairman thought that a decision was relatively near and that it was the will of the Governing Body to dispose of the matter forthwith.

Mr. Möri agreed that the question was ripe for decision.

Mr. Haythorne said he could accept the Employers' and Workers' proposal with respect to the regular members, provided that it was accompanied by some action to reduce the number of deputy members. Otherwise it would mean an increase in membership from 70 to 78.

Mr. Waline thought that an increase of only eight was in any case acceptable.

Mr. Goroshkin, after consulting the group of members for whom he spoke, said that they were favourable to the proposal as formulated by Mr. Möri. However, he gave notice that they would raise the question of a broader modification of article 7 of the Constitution to achieve fuller representation of countries with different social systems and from different geographical regions in all three groups of the Governing Body, and thus give it a broader basis on which to work. He was thinking in particular of the Socialist countries which had no Worker or Employer representatives on the Governing Body.

Mr. Geamanu said that he considered the proposal to be acceptable, but reserved the right to enter a protest at the Conference against the manner in which the Employers' and Workers' groups were composed.

Mr. Möri said that whatever proposals might be made, the Workers' group was jealous of its autonomy, and its members would never seek counsel of governments as to how they should elect their representatives.

Mr. Haythorne said that in view of the prospect of the Governing Body's reaching a unanimous decision, he would not press for a vote on his sub-amendment concerning deputy members.

Mr. Ramadier said that he would abstain on the decision.

The Governing Body decided to include in the agenda of the 46th (1962) Session of the International Labour Conference the following item:

Substitution, in the provisions of the Constitution relating to membership of the Governing Body, of the figures "forty-eight" and "twenty-four" for the figures "forty" and "twenty", and of the figure "twelve" for the figure "ten", except in paragraph 2 of article 7 which shall provide for ten Members of chief industrial importance and fourteen elected Members.

The sitting closed at 1.10 p.m.

G. C. Lodge.
MINUTES OF THE SIXTH SITTING
(Thursday, 9 March 1961—4.10 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Mr. Abeywira, Mr. Agó, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenström, Mr. Calamari, Mr. Clausen, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Erdmann, Mr. Faupl, Mr. Geamanu, Mr. Ghayour, Mr. Goroshkin (replaced during part of the sitting by Mr. Borisov), Mr. Hauck, Mr. Haythorne, Mr. Kaplansky, Mr. Ladhari, Mr. Merani, Mr. Mishiro, Mr. Moči-Onori, Mr. Monk, Mr. Möri, Mr. Nettey, Mr. Parker, Mr. Pico, Sir George Pollock, Mr. Pomés, Mr. Richter, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yü.

TWELFTH ITEM ON THE AGENDA
Reports of the Financial and Administrative Committee

First Report
FINANCIAL, BUDGETARY AND ADMINISTRATIVE QUESTIONS

Regular Budget Account for the Financial Year 1960. The Governing Body took note of this section of the report.

Transfers within the 1960 Budget. The Governing Body approved the transfers within the 1960 budget as listed in the annex to the first report.


Safety Information Centre Account 1960.

Report on Trust Funds Operated by the I.L.O. during the Financial Year 1960 for the Purpose of Providing Technical Services to Requesting Governments.

Notification of Exceptions to Staff Regulations Entailing Additional Expenditure (Article 14.4—Formerly Article 118—of Staff Regulations).


Programme for 1961 Approved by the Technical Assistance Committee of the Economic and Social Council.

Expanded Programme of Technical Assistance Account as at 31 January 1961.


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


The Governing Body decided that if it does not prove possible to finance from savings within item 1-B the additional cost of $3,800 in 1961 under sub-item 1.54 arising from the meeting in January 1961 of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference, this cost should be financed by transfer from some other item or, if this proves impossible, by means of a withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1963.

Exchange Rate between the United States Dollar and the Swiss Franc.

List of Extra-Budgetary Posts Approved by the Governing Body.

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

Authorisation to Accept Contributions to the Endowment Fund of the International Institute for Labour Studies.

The Governing Body accepted the amounts of $1,000 and $2,017 remitted by the Government of the Republic of the Sudan and the Canadian Labour Congress respectively, and the amounts of $4,000, $8,000, and $5,000 offered by the Governments of Chile and Morocco and a group of Peruvian employers respectively, as voluntary and unconditional contributions to the Endowment Fund of the International Institute for Labour Studies.

STAFF QUESTIONS

Occupation of Budgetary Posts on 1 February 1961.

Conditions of Service of I.L.O. Staff Stationed in New York.

New Edition of the Staff Regulations.

Establishment of a Special Post Adjustment Index for Geneva.

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

Second Report
FINANCIAL, BUDGETARY AND ADMINISTRATIVE QUESTIONS


Survey of Procedures and Methods for Editing, Translating, Reproducing and Distributing Publications and Other Papers.

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

Statement by the Staff Representatives.

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


The Governing Body decided in pursuance of the recommendation of the General Assembly that "in the interest of maintaining the common system of salaries, allowances and conditions of service, the other member organisations in the Fund take appropriate action to ensure that the pensionable remuneration of their staffs be increased to the same extent as that of the United Nations staff" and that, for I.L.O. participants and associate participants in the United Nations Joint Staff Pension Fund in the categories specified in the second report, with the exception of those whose salaries are fixed on a gross basis, "pensionable remuneration should, with effect from 1 April 1961, be determined as indicated in paragraph 49 of the report for the purposes of the payment of contributions to the Fund.

The Governing Body decided that the additional cost to the I.L.O. in 1961 of the measures proposed in paragraph 49 of the second report, estimated at $57,500 (sub-item 12.02—$1,700; sub-item 22.01—$52,000; sub-item 22.04—$1,500; sub-item 24.02—$2,500), should be financed from savings within items 12, 22 and 24 of the budget respectively, or in the case of item 12 by transfer from some other item, or, if this proves impossible, by means of a withdrawal from the Working Capital Fund subject to reimbursement in accordance with the Financial Regulations through the budget of 1963.

Proposals concerning the I.L.O. Staff Pensions Fund.

The Governing Body approved the recommendations made by Professor Kirkaldy as summarised in paragraph 62 of the second report.

The Governing Body decided that the additional annuity of $80,200 payable on 1 July 1961 and chargeable to sub-item 22.11 (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 proves 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 1963.

Proposals concerning the Pensions Fund of the Judges of the former Permanent Court of International Justice.

Fifth Report of the Board of Trustees of the Special Payments Fund.

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

STAFF QUESTIONS

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

Mr. Ago said that a large number of Government members had expressed their concern at the fact that, without a single Government vote in favour, and with the support of only one of the three groups, a motion had been adopted in the Committee to reduce the budget estimates and to reject the Director-General's proposal to create a new post of Assistant Director-General. They were also concerned at the fact that on a matter which lay within the responsibilities of the Director-General, the Committee had not heeded the well-founded arguments of the Director-General, who had stated that after waiting several years he was now submitting the proposal because he was convinced that he needed the additional post in order to perform his task successfully. Believing that the Governing Body should show its trust in the Director-General and accept this statement, he submitted on behalf of the great majority of the Government group the following motion:

That, to the amount of expenditure and income budgets included in the proposed text of the resolution to be submitted to the International Labour Conference in June 1961, there shall be added all credits relating to the appointment of an additional Assistant Director-General.

Mr. Möri said that for the technical reasons which had been clearly explained in the Committee and which the Director-General should not interpret as any lack of confidence in himself, the Workers' group had decided in favour of abiding by the Committee's decision, and against the motion submitted by the Chairman of the Government group on behalf of the majority of the Government members.

Mr. Terziev said that the Bulgarian Government was among the majority in the Government group which had supported the motion presented by the Chairman of the group. He could not share the opinion of the spokesman for the Workers' group that the question was a purely technical one, having regard to the importance of the problem and to the many obligations and duties that were laid upon the Director-General and other members of the Directorate of the International Labour Office. Moreover, there was a political side to the question which was no less important than the technical side. This was an opportunity for the Governing Body to demonstrate its impartiality in practice and not merely in theory. The proposal made on behalf of the majority of the members of the Government group deserved careful consideration. It was not a question of reversing a decision already taken; the Governing Body was only now required to take its decision, and as a higher authority than the Financial and Administrative Committee it had every right to reconsider a recommendation of the Committee. If it did not do so the question might well be reopened in the International Labour Conference. In order to uphold the authority of all its members the Governing Body would be well advised to take the proper decision and not to risk the creation of the precedent of a decision of the Governing Body being reversed by the Conference.

Mr. Waline said that the Employers' group had proposed the deletion of the credits in question and
would therefore oppose the motion presented by Mr. Ago.

The Governing Body rejected by 16 votes to 21, with 3 abstentions, the motion to reinstate in the 1962 budget the credits relating to the appointment of an additional Assistant Director-General.

Mr. Goroshkin recognised that the Financial and Administrative Committee and the Director-General had made certain changes with a view to reducing the budget estimates, but considered that the expenditure side could be pruned still further. Estimated expenditure for 1961 was 8.3 per cent. higher than actual expenditure in 1960; and even though the original estimates for 1962, which contemplated an increase of 13 per cent. over expenditure for 1961, had been reduced, the revised estimates still represented an increase of 10.5 per cent. Such a constant increase was not warranted unless there was a proportionate increase in the Organisation's activities; but that had not occurred. On the contrary, the I.L.O. had failed to take up urgent and important questions such as the elimination of colonialism and its disastrous consequences for the workers, and it had been unduly passive in its attitude to vital problems such as the reduction of hours of work and unemployment.

The Soviet Union, which had increased its contribution to the Expanded Programme of Technical Assistance on two occasions in 1961 and was also increasing its assistance to developing countries under bilateral agreements, supported the increase in the budgetary provisions for technical assistance and for the I.L.O.'s operational activities.

On the other hand, his Government did not consider it essential to create 45 new posts to reinforce the headquarters staff. The staff already available might be used in the more important areas of work. Moreover, the rejection of the proposal submitted by the Chairman of the Government group would not help to improve the work of the International Labour Office or to further co-operation between members of the staff. It was necessary to overhaul the structure of the staff and to bring in experts from different geographical areas and countries, particularly the Socialist countries and the economically less developed countries, who were familiar with the needs of their respective countries and could effectively help to solve the many problems facing the I.L.O. Both to the representation of those countries on the staff had born no relation to their importance or to the size of their financial contribution to the I.L.O. budget. Some 70 per cent. of the staff consisted of nationals of only four or five countries, and although the professional ability of those officials was not in question, the various member States should clearly be equitably represented on the staff of the Office. Although the problem had been put to the Governing Body and the Director-General on several previous occasions, no action had yet been taken to solve it, and it was therefore necessary to press those demands very forcibly so that the I.L.O. might be in a position to defend the interests of the workers in all countries, irrespective of their economic systems.

The Director-General, after re-examining the budget, might present suggestions regarding changes that might appropriately be made in the structure of the Office staff.

The Director-General should also examine the possibility of reducing the expenditure side of the budget to approximately $11 million. The necessary economies could be achieved by deleting the provision for new headquarters posts, without prejudice, however, to the establishment of a second African Field Office; by considering the possibility of reducing the number and duration of meetings; by re-examining the estimates for expenditure on temporary staff, consultants and personnel engaged for special projects, and also by cutting down administrative costs both at headquarters and in the field offices and branch offices.

As he could not support the budget in its present form, he requested that his abstention be recorded in the minutes.

The Governing Body adopted the budget estimates for 1962, amounting to $11,003,149, as approved by the Financial and Administrative Committee, and decided to propose to the International Labour Conference a draft resolution for the adoption of the budget for the 44th financial period (1962) and the allocation of expenses among Members for 1962, in the following terms:

The General Conference of the International Labour Organisation,

In virtue of the Financial Regulations, passes for the 44th financial period, ending 31 December 1962, the net budget of expenditure of the International Labour Organisation amounting to $11,003,149 and the net budget of income amounting to $11,003,149 and resolves that the budget of income from States Members shall be allocated among them in accordance with the scale of contributions recommended by the Finance Committee of Government Representatives.

THIRTEENTH ITEM ON THE AGENDA

Report of the Allocations Committee

Assessment of the Contributions of New States Members of the International Labour Organisation.

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

Scale of Contributions to the Budget for the Financial Year 1962.

The Governing Body adopted the recommendation of its Allocations Committee and accordingly decided to recommend to the Conference approval of the scale of assessment of contributions for 1962 as set out in the appendix to the report, subject to such adjustments as might be necessary following the assessment of new member States.

ELEVENTH ITEM ON THE AGENDA

Reports of the Committee on Freedom of Association

Mr. Goroshkin recalled that the U.S.S.R. Government had defined its attitude towards the activities of the Committee on Freedom of Association on many occasions. Despite the criticism at the last session of the Conference and in the Governing Body, the composition of the Committee was still one-sided. It did not include representatives from several regions of the world or from important segments of the international trade union movement, and its procedure continued to be unsatisfactory. Its very composition did not allow it to take an impartial view of the problems that involved certain members of the Committee. In those circumstances he would refrain from taking any part in the discussion or in voting on the reports.
Mr. Geamanu said that in view of the one-sided composition of the Committee and of its unsatisfactory procedure, which prevented it from upholding trade union rights effectively, he would refrain from taking part in the discussion and the voting on the reports.

Mr. Waline said that the Employers' group was not surprised at these reservations, which were made at each session of the Governing Body. The group took note, however, that the U.S.S.R. and the Rumanian Government representatives had cast doubt on the ability of certain members of the Governing Body to lay aside their national or occupational sympathies and to fulfil impartially their functions as members of the Committee on Freedom of Association.

Fiftieth Report

Introduction.

The Governing Body took note of paragraphs 1 to 6 of the report.

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

The Governing Body adopted the recommendations in paragraphs 11 (case No. 221: United Kingdom (Aden)), 15 (case No. 222: Greece), 19 (case No. 223: Morocco) and 23 (case No. 228: Greece) of the report.

Case Which the Committee Recommends Should Be Dismissed.

The Governing Body adopted the recommendation in paragraph 30 (case No. 222: Greece) of the report.

Conclusions of the Committee in Case No. 240 (Greece).

The Governing Body adopted the recommendation in paragraph 51 (case No. 240: Greece) of the report.

Fiftieth Report

Introduction.

The Governing Body took note of paragraphs 1 to 6 of the report.

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

The Governing Body adopted the recommendations in paragraphs 11 (case No. 221: United Kingdom (Aden)), 15 (case No. 222: Greece), 19 (case No. 223: Morocco) and 23 (case No. 228: Greece) of the report.

Case Which the Committee Recommends Should Be Dismissed.

The Governing Body adopted the recommendation in paragraph 30 (case No. 222: Greece) of the report.

Conclusions of the Committee in Case No. 240 (Greece).

The Governing Body adopted the recommendation in paragraph 51 (case No. 240: Greece) of the report.

Fifty-second Report

Introduction.

The Governing Body adopted the recommendation in paragraph 2 of the report.

Resignation of President Paul Ramadier from the Chairmanship of the Committee.

The Chairman said that the Governing Body would have an opportunity of paying tribute to Mr. Ramadier at a later sitting. 1

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

Cases before the Committee.

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

Cases Which the Committee Recommends Should Be Dismissed without Being Communicated to the Governments Concerned.

The Governing Body adopted the recommendations in paragraphs 15 (case No. 143: Spain), 18 (case No. 233: Congo (Brazzaville)), 22 (case No. 156: France (Algeria)), 26 (case No. 246: Cuba) and 29 (case No. 249: Greece) of the report.

Conclusions in the Cases relating to Burma (Case No. 193), Spain (Case No. 143), Paraguay (Case No. 168), Sudan (Case No. 191), United Kingdom (Singapore) (Case No. 194), Thailand (Case No. 202) and Costa Rica (Case No. 239).

The Governing Body adopted the recommendations in paragraphs 42 (case No. 193: Burma), 54 (case No. 143: Spain), 78 (case No. 168: Paraguay), 122 (case No. 191: Sudan), 155 (case No. 194: United Kingdom (Singapore)), 162 (case No. 202: Thailand) and 201 (case No. 239: Costa Rica) of the report.

Fifty-third Report

In accordance with the recommendation of the Committee in paragraph 2 of its 53rd report, the Governing Body decided to examine this report at its 149th Session.

Fourteenth Item on the Agenda

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

Application of Conventions and Recommendations


The Governing Body approved the form of report under article 19 of the Constitution concerning the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), as set out in Appendix I to the Committee's report.

Forms for the Annual Reports on the Three Fishermen’s Conventions.

The Governing Body approved the forms of report under article 22 of the Constitution concerning the Minimum Age (Fishermen) Convention, 1939 (No. 112), Medical Examination (Fishermen) Convention, 1959 (No. 113), and Fishermen’s Articles of Agreement Convention, 1959 (No. 114), as set out in the appendices to the report.

Standing Orders

Closure of Discussion in the International Labour Conference.

Mr. Waline said that the Employers' group was in agreement with the proposed amendments, which would make the Standing Orders of the Conference clearer, and suggested that the Committee might consider the desirability of introducing comparable alterations in the Standing Orders for other bodies such as Regional Conferences and Industrial Committees.

Mr. Borisov said that it was necessary to make it quite clear in the minutes of the Governing Body and in the report to the Conference, as had been done in the Committee's report, that the proposed amendments were not intended in any way to limit the right of delegates to rise at any time to a point of

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1 See below, Minutes of the Seventh Sitting, pp. 53-54.
order, as laid down in a number of articles in the Standing Orders of the Conference and particularly in article 14. There had been lengthy discussion in the Committee on the apparent differences between the English and French versions of the proposed amendments to paragraph 2 of article 15 of the Standing Orders: according to the French text a motion for closure could not be moved while a speaker had the floor, but the English text provided that such a motion could be moved only when one speaker had finished speaking and before the next had actually begun to address the Conference. It was necessary to find some clear form of words to avoid any misunderstanding and, in particular, to prevent a speaker feeling obliged to rush to the rostrum for fear that someone else might move the closure, or to avoid putting the President in the predicament of not knowing whether to act on the English or French version of the article.

The Chairman said that the point had been debated at length in the Committee. No doubt in some cases the chairman of a meeting would have to exercise a certain amount of discretion; in any event there would be another opportunity for clarification of the text when it came before the Conference Standing Orders Committee, which would take into account the remarks that had been made on the subject in the Governing Body.

Mr. Borisov said that if the chairman construed the text to mean that the closure could not be moved once the President of the Conference had called upon a speaker, he would raise no objection, and would merely ask that that construction should be recorded in the minutes.

Mr. Slater agreed that on the French text it could be held that a speaker "had the floor" from the time when he was given permission to speak by the President, whereas the English text implied that a speaker was "addressing the Conference" only from the time when he actually began to speak from the rostrum. The discrepancy was unsatisfactory, and as Mr. Borisov had pointed out, the President of the Conference might well determine the point differently according as he took the French or the English construction. The scope of the discretion to be exercised by the President should be as small as possible.

Mr. Waline interpreted the French and Spanish texts, as well as the English text, to mean that the closure could not be moved while a speaker was exercising his right to speak. He agreed with Mr. Borisov that it should be made clear in the minutes that a motion for closure did not affect the time available to any speaker who might then be addressing the Conference; of course on the understanding that this would be without prejudice to the possibility and indeed the moral duty of the President, under article 14 of the Standing Orders, to withdraw the right to speak from any speaker whose remarks were not relevant to the subject under discussion.

Mr. Borisov pointed out that the majority of the members of the Governing Body appeared to share his view. The apprehensions expressed in the Governing Body would have to be brought to the notice of the Conference, but it would be preferable for the Governing Body itself to find some sufficiently precise language to meet the case.

The Chairman suggested that the matter should either be referred back to the Committee on Standing Orders and the Application of Conventions and Recommendations, or sent on to the Conference Committee on Standing Orders for a satisfactory text to be worked out.

Mr. Waline said that if the possibility of introducing similar amendments to the Standing Orders of other bodies was to be examined by the Governing Body's Committee on Standing Orders and the Application of Conventions and Recommendations at the next session the Committee might determine the final wording of the amendment at that time.

The Governing Body decided to refer back to the Committee on Standing Orders and the Application of Conventions and Recommendations for redrafting in the light of the discussion the proposed amendment to articles 15, paragraph 2, and 63, paragraph 1, of the Standing Orders of the Conference.

Fifteenth Item on the Agenda

Report of the International Organisations Committee


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


The Governing Body approved paragraph 3 of the report.


The Governing Body approved paragraph 4 of the report.


The Governing Body approved paragraph 5 of the report.

General Information.

Mr. Borisov supported the proposals for collaboration with the W.H.O. which the Committee had recommended. Referring to the work of the International Organisations Committee as a whole, he pointed out that a document submitted to the Committee for general information contained a summary of the decisions taken by various international organisations and, in particular, by the United Nations General Assembly at its 15th Session. Two of the decisions of the General Assembly were of special importance for the whole world, namely that on disarmament and that on the elimination of colonialism. Those questions, however, were dealt with very sketchily in the Office document, and it did not even reproduce the text of the declaration on the elimination of colonialism; it was merely stated in one paragraph of the document that this declaration affirmed the right of all peoples freely to pursue their economic, social and cultural development. It was well known that in its declaration the General Assembly had stressed that it was essential to give all colonial
nations immediately and without restriction the opportunity of developing in freedom. There could be no doubt that the question of disarmament was of capital importance for the social development of the peoples, and that economic and social progress depended primarily on general and lasting peace. Peace could only be ensured by total disarmament. For that reason the Soviet delegation had submitted a proposal that the I.L.O. should study the possibility of utilising the resources which would be released as a result of total disarmament to achieve economic and social objectives in the countries in process of development. That suggestion had, however, not been accepted by the International Labour Conference, and the Governing Body had also failed to take up the proposal submitted at its last session concerning the need for the I.L.O. to study means of liquidating colonialism and its disastrous consequences on the working and living conditions of the workers.

The position was that the I.L.O., which should concern itself with social questions and with raising the standards of the workers, was not only failing to pursue those problems in a wider context, but was also in a sense lagging behind the efforts that were being made in other circles. The report of the International Organisations Committee was further proof that the I.L.O. was not prepared to tackle those problems; it contained no specific information on the resolution concerning the economic and social consequences of disarmament or on the declaration on the independence of the territories which were still colonies, despite the fact that both decisions were closely bound up with the activities of the Organisation. The International Organisations Committee deserved to be criticised for not having submitted recommendations to the Governing Body on the action which the I.L.O. should take to give effect to the resolutions of the General Assembly, and it should be urged to make such recommendations in the future.

Mr. Tata was grateful to the U.S.S.R. Government representative for championing the cause of the downtrodden nations. Although he believed that the subject should be debated in a political arena, namely the United Nations, he did not wish the silence of the Employers to be misconstrued, and recognised that those aspects of the matter which pertained to the I.L.O. should be given more careful study. As one whose country had suffered the bondage of colonialism he condemned it in every shape or form and in every part of the world in which it might appear; but he was equally perturbed at the emergence of a new form of colonialism which was taking the place of that of the past. Colonialism was synonymous with exploitation, and exploitation might take the place of one nation by another, which had traditionally been that of the white over the coloured; economic domination by one nation over another ostensibly self-governing nation; and economic domination of a State over its own people, whether through a junta of military men or through a monolithic political party, a situation that might arise anywhere either in the East or in the West. Whatever form it took, however, exploitation brought with it the evils of abolition of basic human rights, complete economic control, denial of political rights, restrictions on freedom of speech or of movement, denial of freedom of association and of the right to strike. If the Soviet Union were concerned about colonialism of the historical type, which was fast dying out, it should be equally concerned about the other form of colonialism. He therefore suggested that the Commission on Human Rights should take up the question and study it in its entirety so as to discover the various forms of human exploitation in which colonialism might appear and to indicate what could be done about them. The political aspect of the question could then be referred to the United Nations.

He was no admirer of colonialism, but there was a great difference between the new colonialism and the old, in which one nation prepared another for progressive self-government and control of its own interests. India had gone through the latter kind of bond-age, but had borrowed British institutions and political systems and was now a democracy of the highest order; the right to criticise even Mr. Nehru, who had won the veneration of the entire world, in the Indian press, was one that his Government considered to be a political right which could not be trespassed upon or questioned. India had fought and won her battle against colonialism alone, and many peoples that were going through the same struggle today were certainly quite competent to do the same without the lip-sympathy of other peoples.

Instead of trying to rectify the wrongs of the past, the Soviet Union should turn its attention to the new form of colonialism which was appearing, for instance, on the Himalayan borders, and should endeavour to prevent those new encroachments upon liberty. If the Soviet Union, which, like the United States, had given valuable assistance to many under-developed countries, were to complement its generosity by a drive against colonialism and exploitation in all its forms and in all parts of the world it would earn the acclaim of the entire world. In any event, the subject should not continue to be brought up periodically in the I.L.O., because there was an appropriate forum for the purpose in New York. The I.L.O. should confine itself solely to those aspects of exploitation that were within its competence. He was willing to serve on any subcommittee that might be set up to study in detail the new forms of exploitation, so that the archaic expression "colonialism" might be spelt out more explicitly than in the past.

Mr. Bouladoux recalled that as early as 1955 the Conference had adopted, at the instance of the late Gaston Tesser, a resolution advocating disarmament and suggesting that the resources thus freed be used for assistance to countries in the process of development.

In paragraph 8 of the report it was stated that attention had been drawn in the International Organisations Committee to the importance of close co-operation between the I.L.O. and the regional economic commissions of the United Nations. The sense of the views expressed in the Committee would, however, be reflected better by saying that what was needed was to find as quickly as possible some way of improving, particularly in Africa, co-operation between the I.L.O. field offices and the United Nations Regional Economic Commissions which were also concerned, among other things, with problems of a social nature.

Mr. Claussen agreed with the U.S.S.R. Government representative's plea for the freedom of all peoples, but thought that he set geographical limits on the idea of freedom. As Mr. Tata had said, freedom should be interpreted in its widest connotation.

Mr. Kafilansky saw no purpose in continuing the discussion and regretted that Mr. Borisov had felt
obliged to repeat the statement he had already made in the International Organisations Committee. He was, however, very sympathetic to Mr. Tata's remarks.

The Workers' group was of the opinion that the problem which had been raised was being dealt with adequately, or at any rate on a wider basis, by the competent body in the United Nations. The I.L.O. was not likely to achieve better results; it had been entrusted with certain specific functions, and the political issues belonged to another organisation. The various international agencies should confine themselves to their own particular fields.

Mr. Borisov pointed out that the States Members of the United Nations had already defined what they meant by colonialism. It was not a question of discussing political issues in the I.L.O. but of recognising that the solution of many problems within the I.L.O.'s jurisdiction depended on major political decisions. Sooner or later the social consequences of those decisions would have to be dealt with.

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

Sixteenth Item on the Agenda
Report of the Committee on Operational Programmes

Mr. Tarre Murzi paid tribute to the valuable contribution made to the work of the Committee by its Chairman, Mr. Hauck, and by the Deputy Director-General of the Office, but regretted the lack of interest and of knowledge of the problems shown by certain members of the Committee.

He was of the opinion that the I.L.O. did not appear to be duly discharging its mandate to give technical assistance to countries in the process of development in solving their social problems. It was true that the I.L.O. had a legislative function to fulfil, but it was also certain that one of its fundamental tasks was to provide technical assistance to the developing countries. That task, especially at a time when 16 new African States had joined the I.L.O., was of capital importance. In many African, Asian and Latin American countries dangerous political situations existed, and grave social tensions were developing. The present political ferment in the Latin American countries, however, was not the result of an institutional crisis but rather of social tension and the scant concern of the authorities for the very serious current social problems. Unemployment and underemployment were widespread both in the cities and in the countryside; the distribution of the national income was very unequal, production was low, and vocational training services and facilities for technical education and agricultural workers had not been solved, health services were rare, wages were poor and social security benefits inadequate, and in the rural areas there still existed feudal relationships to which the Director-General had referred in his Report to the Seventh Conference of American States Members of the I.L.O. The Office proposals under item 16 of the budget for rural development were too small and had therefore proposed that the credit of $77,000 for rural development be increased. On the subject of priorities he felt that the conclusions of the Permanent Agricultural Committee and those which might emerge from the Seventh Conference of American States Members of the I.L.O. at Buenos Aires as regards the working and living conditions of agricultural workers, together with the section of the Director-General's Report on rural development, would provide a sufficient basis for the formulation of a far-reaching programme and for fixing priorities that would enable the requirements of the developing countries to be met.

The Office proposals under item 16 of the budget (Operational Activities) did not appear to meet reasonable technical criteria. Although the question had already been discussed in the Financial and Administrative Committee, he wished to stress again that it was essential for the Latin American countries and for other developing countries in Africa and Asia that something should be done about rural development through the budget and the technical assistance programme. The Director-General's programme included a number of projects, but in his opinion the concern with operational activities provision was made for only two or three projects of any real importance. At its autumn session the Committee might perhaps be given fuller information as a basis for a wider programme, particularly since the Director-General in his Report to the Buenos Aires Conference recognised the need for giving the underdeveloped countries more assistance to stimulate their economic and social development.

He approved the recommendations on the working procedure of the Committee on Operational Programmes as set out in paragraph 9 of the report.

Mr. Geamanu said that the Committee had drawn up its programme and had decided on the methods of carrying out its terms of reference. Its tasks were of great importance on account of the international situation. The I.L.O. had special responsibilities under the Expanded Programme of Technical Assistance; the General Assembly had adopted various resolutions at its 15th Session and specialised agencies, including the I.L.O., to redouble their efforts to provide assistance in the fields of technical training, general education and management development, so that nationals of the developing countries could take over work now being done by foreign experts.

The Committee should not only make a careful analysis of the trends of the I.L.O.'s technical assistance activities and assess their results, but should also make recommendations on the implementation of technical assistance projects. For this purpose the Office should be supplied with information on requests for technical assistance before they were submitted to the Technical Assistance Board of the United Nations, so that the I.L.O. representative on the Board would be in a better position to justify the
projects. The Office ought also to provide the Committee with information regarding the recruitment of experts. Lastly, the Committee should draw up a plan for the I.L.O.'s own technical assistance programme, having regard to existing resources and the urgency of the social problems in various parts of the world.

Mr. Petrov expressed the view that greater efforts should be made to make the technical assistance given by the I.L.O., whether under the regular budget, the Expanded Programme of Technical Assistance or the United Nations Special Fund, more effective and universal. For that purpose recourse should be had to the services of experts from all countries and not, as had hitherto been the case, from a limited number only, in spite of the shortage of experts available from those countries. He suggested that, when presenting its reports on technical assistance and when drawing up projects, the I.L.O. should classify the projects according as they were financed out of the Special Fund, the E.P.T.A. or the ordinary budget; it should also provide information as to the projects under consideration for 1962 and should ensure that the projects were closely linked to programmes designed to make a speedy improvement in the living and working conditions of workers in the various countries.

He regretted that nothing concrete had yet been done in the field of employment and expressed the hope that at the autumn session of the Governing Body substantial reports would be submitted on both employment and the operational activities of the I.L.O., taking into consideration the comments and recommendations made at the present session.

The discussion was adjourned to the next sitting.¹

The sitting closed at 6.25 p.m.

G. C. Lodge.

¹ See below, Minutes of the Seventh Sitting, pp. 50-51.
MINUTES OF THE SEVENTH SITTING

(Friday, 10 March 1961—10.15 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Mr. Abeywira, Mr. Ago, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenström, Mr. Calamari, Mr. Claussen, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Erdmann, Mr. Faulp, Mr. Geamanu, Mr. Ghayour, Mr. Goroshkin (replaced during part of the sitting by Mr. Borisov), Mr. Haythorne, Mr. Kaplansky, Mr. Ladhari, Mr. Merani, Mr. Mishiro, Mr. Mochi-Onori, Mr. Monk, Mr. Möri, Mr. Muro de Nadal, Mr. Nettey, Mr. Parker, Mr. Pico, Mr. Pomés, Mr. Ramadier (replaced during part of the sitting by Mr. Hauck), Mr. Richter, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yo.

Sixteenth Item on the Agenda

Report of the Committee on Operational Programmes (concl.)

Mr. Nasr said that as no minutes of the Committee's discussions were issued, its reports should give a more detailed account of its proceedings. For instance, at this first session of the Committee its members had discussed very thoroughly and made many suggestions concerning the methods of cooperation between the Committee and the Office in the performance of the tasks entrusted to the Committee by the Governing Body. He hoped that the Director-General would take these suggestions into consideration when submitting to the Committee the documents required in connection with the proposals made in paragraph 9 of its report.

Mr. Ghayour said that some members of the Committee had looked forward to its first real business meeting with some misgivings, which had been very largely dissipated thanks in particular to the constructive contribution of the Deputy Director-General. His own misgivings had come mainly from the fact that the former Technical Assistance Committee and the Manpower and Employment Committee had met very infrequently, and he was anxious that the new Committee should do really useful work. At its recent meeting the Committee had principally discussed its future methods of work and had received satisfactory assurances from the Deputy Director-General that everything possible would be done to facilitate its achieving practical and worth-while results in the future. In this connection he agreed with Mr. Nasr that the Committee's reports should be more detailed, along the lines of those now submitted by the Committee on Industrial Committees.

In examining, as was proposed in paragraph 9 of its report, the advisable magnitude and balance of the regular programme of technical assistance which should be taken into account each year in preparing the proposals under item 16 of the budget, the Committee would need to be informed of all the requests for technical assistance which had been received so as to judge whether they were well-founded and to what extent the I.L.O. could meet them. He was convinced that if the undertakings given to the Committee were fulfilled the adoption of the proposals in its report would make it possible for it to do constructive work when it next met.

Mr. Haythorne welcomed the good start which had been made by the Committee and hoped that the Office would continue to be able to supply it with documents of very high quality, since its success would depend on the assistance of the Office to a very large extent.

While he agreed with the proposals in paragraph 9 of the report as a working guide to its future methods, he thought that it would be advisable for the Committee not to be tied to a rigid schedule at the present stage. There would, for example, be a discussion of technical assistance at the forthcoming session of the Conference, as a result of which it might be valuable for the Committee to have a rather full discussion of the broad outlines and terms of reference of technical assistance activities at the November session of the Governing Body; the Conference discussion might also point to other matters on which the Committee could give valuable help.

Mr. Borisov said that at an earlier stage the U.S.S.R. Government representative had expressed some misgivings lest the merger of the Technical Assistance Committee and the Manpower and Employment Committee should lead to neglect of one or other of the two fields. Those misgivings had not been dissipated, and he urged that the exceptional importance of employment problems should not be lost sight of. The paper which the Director-General was to prepare for the Committee's meeting in November should be thorough and detailed and contain practical proposals for I.L.O. activities in this field. It had been obvious at its first business meeting that at the present stage of its work it was difficult for the Committee to make any very practical recommendations; however, the spirit of co-operation shown by members and the able assistance of the Committee's Chairman and of the Deputy Director-General had led to practical conclusions concerning its future methods of work which should enable it to carry out a useful examination of the technical assistance needs of the developing countries.

Turning to the technical assistance arrangements proposed for 1962, it was clear that the Organisation was not going to be able to satisfy the needs of the African continent, which should be given priority in technical assistance in the future. The requirements of the young countries should receive the most sympathetic consideration possible when their requests for technical assistance were being examined. In preparing documentation for the Committee's next meeting the Office should have regard to the

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1 See above, Minutes of the Sixth Sitting, pp. 48-49.
remarks made at the present session of the Governing Body. The effectiveness of I.L.O. technical assistance depended on its being concentrated on fields where assistance would be most conducive to economic and social development. These fields included vocational training at the national level, the preparation of suitable labour legislation, organisation of the undertaking with a view to increased productivity, agrarian reform and different systems of co-operatives. Co-ordination of the various forms of technical assistance available under the Expanded Programme of Technical Assistance, the Special Fund, and the I.L.O.'s own budget was essential. The effectiveness of technical assistance under the Expanded Programme was to be made of the experience of all the different countries. In this connection insufficient use had been made up to now of experts from the Socialist countries.

In order that the Committee's work should be as constructive as possible, he agreed with the suggestion that had been made that it should be provided with information concerning all requests for technical assistance made to the I.L.O. For the corresponding committee in W.H.O., for example, the secretariat prepared two lists of requests, the first being those which were regarded as most important and urgent, and the second being those which the secretariat regarded as suitable for consideration at a later stage. Similar documentation would enable the I.L.O. Governing Body's Committee on Operational Programmes to make well-founded recommendations concerning the preparation of the budget proposals. This kind of constructive examination by the Committee before funds were allocated would also strengthen the hand of the I.L.O. representative on the Technical Assistance Board and in other joint technical assistance organisations on the various government requests for assistance. He had not considered the detailed aspects of such a procedure, and it might well be that certain difficulties would have to be overcome. It would be useful if the Committee could have an exchange of views on this matter at its next meeting.

Mr. Ladhari said that in view of the importance of technical assistance activities and the immensity of the needs of an increasing number of developing countries, it was impossible for the Committee to consider all the requests for technical assistance were so small. The consolidation of peace and achievement of full employment throughout the world depended on an economic balance being brought about between all countries; but this could only be done through an increase of technical assistance in all fields. For the work of the Committee on Operational Programmes to be meaningful and effective, it should be enabled to compare the requests and needs of the developing countries with the operational activities carried out by the I.L.O. under its regular budget, the Expanded Programme of Technical Assistance and the Special Fund. Only thus could it evaluate the usefulness of international action and express views which would carry the weight hoped for by the many members of the Governing Body who had attached importance to becoming members of the Committee.

Mr. Hauck said that the discussion had shown the importance attached by members of the Governing Body to technical assistance questions, which were complex and therefore presented the Committee with a difficult task. He apologised if the Committee's report did not fully reflect the preoccupations of its members, but he had viewed the Committee's task at its first business meeting as being to get a clear grasp of the main necessity of the extremely complicated question of technical assistance. For this reason, and for the information of the Governing Body, he had requested that a summary of the very able speech made to the Committee by the Deputy Director-General should be distributed as an annex to the Committee's report. It was clear from the account given by the Deputy Director-General that while the I.L.O. had under its own authority the disposal of the funds provided under item 16 of its own budget, the very much larger resources available under the I.L.O.'s own budget, the very much larger resources available under the Expanded Programme of Technical Assistance, the Special Fund and trust funds were administered under a body of rules and procedures which were not determined by the I.L.O. Even in the case of its regular budget funds the I.L.O. could act only at the request of governments, and could not, of course, impose projects upon them. The Governing Body must realise these limitations on the direct responsibilities of the International Labour Organisation in the technical assistance field at the outset of the new systematic examination of technical assistance problems which was being undertaken.

The Committee at its first meeting had undertaken an examination of the part of the 1962 budget proposals relating to item 16. It had come to the conclusion that in future years this regular examination could more usefully take place before the budget session of the Governing Body, namely at its autumn session in the preceding year. He agreed with Mr. Haythorne that the Committee was still feeling its way towards the establishment of effective working methods, and that the proposals in paragraph 9 of its report should be regarded as subject to revision if necessary. At its next meeting it would have the results of the Conference discussion on technical assistance, which would be a most useful guide for its further progress.

In connection with Mr. Borisov's remarks, he was sure that all members of the Governing Body were well aware of the need for special efforts to assist Africa; certainly this was true of France. He agreed with Mr. Borisov that the voice of the I.L.O. in joint bodies administering technical assistance should carry the maximum possible weight, and it was one of the Committee's most important tasks to assist I.L.O. representatives to put forward the best-informed and most authoritative views possible in such bodies.

The Governing Body might rest assured that employment problems would not be lost sight of in the Committee's work; the Director-General would submit a document on the subject to the Committee at its next meeting, on the basis of which the Committee would consider how best it could carry out its important functions in this field.

Mr. de la Fuente Locker associated himself with the remarks of Mr. Tarre Murzi on the aspects of technical assistance which could and should be improved. However, on behalf of the Peruvian Government, he paid very warm tribute to the International Labour Office and to the Deputy Director-General for the effectiveness and vision of the Andean Indian Programme.

The Governing Body adopted the proposals in paragraphs 9 and 11 of the report of the Committee on Operational Programmes and took note of the report as a whole.
SEVENTEENTH ITEM ON THE AGENDA

Report of the Committee on Industrial Committees

I. Metal Trades Committee (Seventh Session):

The Governing Body adopted the proposals in paragraphs 15 and 16 of the report.

II. Inland Transport Committee (Seventh Session):

Invitation to the International Union of Railways.

The Governing Body adopted the recommendation in paragraph 19 of the report.

III. “Ad Hoc” Civil Aviation Meeting.

Mr. Faupl objected on behalf of the Workers' group to the proposal that the observations of the International Civil Aviation Organisation should be communicated to governments together with the conclusions adopted by the Ad Hoc Civil Aviation Meeting. The International Civil Aviation Organisation had been represented at the Ad Hoc Civil Aviation Meeting, at which it had made its views known. The conclusions of the Meeting had, under the Memorandum of Understanding between the I.C.A.O., had been transmitted to it for its comments to be made available to the Governing Body. It was not proper, however, that the I.L.O. should communicate them to governments on the same footing as the conclusions of one of its own tripartite bodies, thus creating a dangerous precedent.

Mr. Erdmann said that if the matter under discussion were the transmission in general to governments of comments of international agencies on the conclusions of I.L.O. meetings he would have a good deal of sympathy for the view of the Workers' group. However, the particular question under discussion was a special case. Matters relating to conditions of work of flight personnel undoubtedly lay to some extent within the purview of the International Civil Aviation Organisation because they concerned safety. The Employers' group considered it necessary that governments and employers' and workers' organisations should receive the comments of I.C.A.O. as well as the conclusions of the Ad Hoc Civil Aviation Meeting so that they could be aware of the whole picture. Transmission of the comments of I.C.A.O. would not constitute a precedent and was necessary in the light of the particular circumstances of the present case.

The representative of the Director-General (Mr. Ammar, Assistant Director-General) explained the reasons why the Director-General had proposed to the Committee on Industrial Committees communication to governments of the observations received from I.C.A.O. on the conclusions of the Ad Hoc Civil Aviation Meeting. He recalled the provisions of the Memorandum of Understanding between the two organisations which specified, inter alia, that as regards problems calling for international action of concern to both organisations the I.L.O. would, before considering whether additional measures were necessary on social grounds, delay action for a sufficient period to give I.C.A.O. an opportunity to establish the requirements from the safety point of view. Throughout there had been close collaboration with I.C.A.O. representatives, who had made a most useful contribution during the Meeting. The conclusions of the Meeting had, as agreed, been communicated to I.C.A.O. for comment. The Office had thought that those comments were of such substantial importance that they should be brought to the attention of the Governing Body, and that they contained certain excellent suggestions, which deserved to be brought to the attention of the member States. In the Committee on Industrial Committees the Workers' group had protested strongly against this procedure on three main grounds. The first was that simultaneous communication of such comments would create a precedent in respect of other international organisations which co-operated with the I.L.O. The second was that by transmitting I.C.A.O.'s comments to governments the Governing Body would appear to subscribe to them, thus creating a bias in favour of views on which participants in the meeting, and in particular the international organisations of civil aviation workers, would have no opportunity of commenting in their turn. The third was that the comments in question reflected an excessive preoccupation with the efficiency and economy of civil aviation operations.

On the first point, the co-operation with I.C.A.O. had been of a very special kind, and the present case should be examined on its merits, taking into consideration the special competence of I.C.A.O.; there was no suggestion that any international organisation should be given an opportunity of following the same procedure in other cases. Secondly, it would be made clear that the Governing Body was not expressing any opinion either on the conclusions of the meeting or on the I.C.A.O. observations. Thirdly, I.C.A.O.'s comments were mostly of a very constructive and helpful nature. The main remark of a restrictive character, namely that no regulation based on social considerations should be detrimental to the safety, regularity and efficiency of air operations, was indeed controversial, but its principle had not in fact been opposed by the Workers' representatives at the Ad Hoc Civil Aviation Meeting.

For these reasons the Director-General had not considered that there would be any danger in suggesting to the Governing Body that I.C.A.O.'s observations be communicated to member States. Such communication was not obligatory under the I.L.O.'s understandings with I.C.A.O., but the Office had certainly been bound by the spirit of those understandings to bring the observations to the attention of the Governing Body. It was for the Governing Body to decide whether it wished to authorise the Director-General to circulate them to member States. Having given the matter very careful consideration the Director-General had considered that he should recommend such communication. It could be effected in two ways, either by sending the observations in a separate document, as they were appended to the report of the Committee on Industrial Committees, or by having them transmitted in some appropriate way in the letter of transmittal.

Mr. Clausen thought that while the various views expressed, particularly those of the Workers, deserved sympathetic consideration, the special position of I.C.A.O. must be recognised. Moreover, the observations of I.C.A.O. were not confidential and would come to the attention of governments in any case. He thought therefore that a suitable compromise would be, as suggested by Mr. Ammar, to transmit I.C.A.O.'s observations to governments not as an appendix to the report of the Meeting but as a separate document. It would then be for governments to decide what action they wished to take.
Mr. Collison pointed out that in spite of the strong representation of I.C.A.O. at the Meeting the conclusions adopted regarding the hours of duty of flight personnel made it quite clear that for social considerations it was appropriate to adopt flight and duty time limitations for all civil aviation crew members. The Meeting had thus rejected I.C.A.O.'s case, and it would be improper for the Governing Body to circulate a statement which, in effect, gave an intergovernmental agency an opportunity of contradicting a decision reached by an I.L.O. tripartite body. In the Meeting the international organisations of transport workers had won their case against I.C.A.O., which was largely representative of the employing interests in the civil aviation industry; if Mr. Claussen's suggestion were adopted I.C.A.O. would be given an opportunity of reopening the question without the workers' organisations being able to comment on its observations. It was quite proper that I.C.A.O.'s views should be brought to the attention of the Governing Body, but I.C.A.O. was not entitled to expect that the Governing Body should disseminate those views further. An important question of principle was at stake, on which he hoped the Governing Body would recognise that the Workers' group felt very strongly.

Mr. Ambekar said that the Memorandum of Understanding with I.C.A.O. provided that its comments were to be brought to the attention of the Governing Body. The proposal that these comments should be communicated to governments went beyond this understanding and confused the issue.

Mr. Haythome appreciated the considerations which had led to the attitude of the Workers' group, but pointed out that I.C.A.O. was not only an intergovernmental agency but one which had co-operated most constructively and helpfully throughout the preparation of the Meeting and the Meeting itself. Perhaps it might meet Mr. Collison's point if a very clear distinction were made in the letter of transmittal between the decisions taken by the Ad Hoc Civil Aviation Meeting and the observations of I.C.A.O. upon them as the United Nations agency concerned with questions of safety and other technical matters.

Mr. Slater said that rather than leave I.C.A.O. to communicate its observations to governments direct there would be advantage in their being communicated by the I.L.O. with some suitable form of words which would make it clear that they were being transmitted as the result of an agreement between the two organisations, but that they related to decisions reached by a tripartite body convened by the I.L.O.

The Chairman asked whether the Workers' group could accept the suggestion made by Mr. Haythorne.

Mr. Faufil said that the Workers' group felt very strongly about this question and that there were many further comments that its members would wish to make. In view of the fact that I.C.A.O.'s observations had been circulated only a short time before the present Governing Body session, he proposed that the whole matter should be referred back to the Committee on Industrial Committees for further consideration at the next session of the Governing Body.

The Governing Body referred the matters dealt with in section III of the report back to the Committee on Industrial Committees for consideration at the 149th Session.

The Governing Body adjourned until the eighth sitting consideration of the remaining section of the Report of the Committee on Industrial Committees.

CEREMONY OF TRIBUTE ON THE RETIREMENT OF MR. RAMADIER, FRENCH GOVERNMENT REPRESENTATIVE

The Chairman said that so many members of the Governing Body had wished to pay their tribute of gratitude and friendship to President Ramadier that it had been decided that the only speakers would be the leaders of the three groups, the Director-General, the Chairman of the Governing Body and President Ramadier.

Mr. Ago said that the Government group had asked him to convey to Mr. Ramadier its affection, admiration and gratitude. It had been a constant honour and pleasure to be associated with Mr. Ramadier in the Governing Body since 1948. Mr. Ramadier was a great authority in the life of France, having been a lawyer, soldier and active member of his political party, minister in charge of five different departments, and finally Prime Minister. His wisdom and his quiet eloquence with its flashes of humour had left their mark on all the activities of the International Labour Organisation, but his greatest single contribution and one with which his name would always be associated had been made in the field of freedom of association. He had been Chairman of the Governing Body's Committee on Freedom of Association since its inception and had brought to it his great legal knowledge, his vast experience of trade union and labour problems, deep humanity and total objectivity. Criticisms were sometimes made of the Committee on Freedom of Association, but it was almost miraculous how much it had been able to achieve with the means at its disposal. The fact that it had been able to save the lives of a number of people and secure the release of others from imprisonment was alone sufficient to make its activities worth while, and these achievements were due in large measure to its Chairman. He hoped that Mr. Ramadier would enjoy many happy years after his retirement and that he would find the time to put some of his experiences in writing for posterity.

Mr. Mori, on behalf of the Workers' group, thanked Mr. Ramadier for all that he had contributed to the work of the International Labour Organisation towards peace and social justice. He paid tribute to all those qualities described by Mr. Ago and, in addition, to Mr. Ramadier's tireless energy during the long sittings at which he had kept the Committee on Freedom of Association to its task. Although the Committee on Freedom of Association was relatively powerless in the face of certain factual situations, there must be many human beings who had reason to be grateful to the International Labour Organisation for having contributed to their liberation from arbitrary imprisonment. Like Albert Thomas and Léon Jouhaux, Mr. Ramadier would leave a lasting memory. He too hoped that Mr. Ramadier would enjoy many years of happy retirement, and was sure that by his writings he would continue to inspire his friends.

Mr. Waline, as spokesman for the Employers

1 See below, Minutes of the Eighth Sitting, p. 55.
members of the Governing Body, said that it was with deep emotion that he expressed their respect, gratitude and friendship for Mr. Ramadier. He had been regularly associated with Mr. Ramadier, particularly in the Committee on Freedom of Association, for some 12 years, and had never failed to learn valuable lessons on the occasion of their meetings. He paid tribute to Mr. Ramadier's great erudition, keen intelligence and authority, combined with extreme simplicity. Employers' representatives had always appreciated his desire and ability to understand their position and sometimes to express it better than they could have done. He paid tribute also to Mrs. Ramadier, who had always accompanied her husband during his journeys to Geneva.

Perhaps the essence of the lesson which Mr. Ramadier left with the Organisation was to be found in his speech on election as President of the Conference in June 1954. In that speech, made on the occasion of the entry of three States Members into the Organisation, he had drawn attention to the fact that social justice was founded on freedom. Freedom of association, he had said, had been made one of the cornerstones of the International Labour Organisation by the Treaty of Versailles and the Declaration of Philadelphia; the representative character of employers' and workers' organisations which entitled them to take part in I.L.O. meetings could be conferred not by legislation or by governments but only by the free choice of those whom they represented, which implied the respect of those who had not chosen in the same way as the majority. Like Mr. Ago he hoped that in his retirement Mr. Ramadier would find time to put in writing his views on what should be the essence of the I.L.O.'s activities and the principles which should guide them.

The Director-General paid tribute to the wisdom, sound judgment, experience, patience, objectivity, broad vision and courage which had made Mr. Ramadier one of those on whom the Organisation had relied for advice in the difficult years since 1948 when he had first been appointed French Government representative on the Governing Body.

The Officers of the Governing Body, on learning of his resignation, had asked that Mr. Ramadier be offered in the name of the I.L.O. the chair which he had occupied for so long. He hoped that it would remind him for many years to come of all the members of the Governing Body and of the staff of the Office whose lasting friendship, sincere affection and respect went out to him.

The Chairman said that Mr. Ramadier had been Prime Minister of France, Mayor of his own town, many times a cabinet minister, a sergeant in the Infantry, a historian and a statesman and was one of the great figures of our time. The Governing Body was privileged to have known him and to have been guided by his counsels, and there was no reward which could be given to him which would adequately repay his services to the I.L.O., to France or to mankind. He suspected that the rewards which Mr. Ramadier prized most were those of his own conscience. It was, for instance, typical of President Ramadier that he had travelled during two nights to and from Geneva during the previous session of the Governing Body to participate in discussions with the French Minister of Economic Affairs about his own town and its people.

Mr. Ramadier thanked those who had spoken in his honour, particularly the leaders of the three groups who had assured him of their continuing friendship. It was one of the strengths of the International Labour Organisation that it created among all those who worked for it not only a common view of common tasks, but also personal bonds. The regret which he felt at the present moment in leaving the Governing Body was lightened by the hope for the future inspired by the sight of so many people who would continue their efforts on behalf of an Organisation which might need all that they could do for it to grow and perhaps even to continue to exist. There came a time in the life of everyone when he should leave of his own free will before he was asked to go. With that moment came the privilege of giving free rein to one's fancy in one's final remarks, even if in so doing one should have some disagreeable things to say. He had no ambition left for himself, since he had all he needed in his home and his books, but he had ambitions for the International Labour Organisation. The I.L.O. was based on two essential principles. The first was that it was an organisation of free and equal forces, made up in the proportion of 25 per cent. for employers, 25 per cent. for workers and 50 per cent. for governments which, by definition, never agreed among themselves. This meant that if employers and workers combined, governments could do little else but follow them. So long as the employers and the workers agreed from time to time in the I.L.O. they would together be able to advance new ideas, and the work of the Organisation would continue. Naturally, governments must be associated with it, but they should have the humility to realise that their role was secondary and that the mainstay of I.L.O. discussions was always the employers and the workers.

The second principle was that for employers' and workers' organisations to retain their strength and be able to have an effect on world opinion they must always be expressing views arrived at in full freedom. This was not always easy, but freedom was fundamental to the conception of the I.L.O. There could be no freedom without an element of rebellion. Free men were determined not only to govern themselves but to defend their free will against all pressures from whatever source. The determination to remain free implied a constant struggle, and the International Labour Office could not escape this rule. It must be determined to defend itself against its enemies, against its friends, which was more difficult, and sometimes even against itself. So long as the International Labour Office retained this protective reflex it would be a force for social progress. If ever it abandoned it, the International Labour Office might perhaps become a great bureaucratic hive of technology which might do great service of a kind, but it would no longer be, as its founders had intended, an institution with a life of its own at the service of all who were victims of the social order in any country and under any civilisation. It was a sad truth that there was always bound to be a body of suffering which it was the duty of the free human will to seek, not to eliminate, as that would be impossible, but to reduce.

The sitting closed at 1.05 p.m.

G. C. LODGE.
MINUTES OF THE EIGHTH SITTING
(Friday, 10 March 1961 — 3.40 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Lodge.

Mr. Abeywira, Mr. Aco, Mr. Ahmad, Mr. Ambekar, Mr. Anthony, Mr. Aoki, Mr. Bergenström, Mr. Borba, Mr. Calamari, Mr. Claussen, Mr. Collison, Mr. Dreyer, Mr. Erdmann, Mr. Faulk, Mr. Geamanu, Mr. Gayvour, Mr. Goroshkin, Mr. Haythorne, Mr. Kaplansky, Mr. Ladhari, Mr. Merani, Mr. Mishiro, Mr. Mochi-Onori, Mr. Monk, Mr. Mori, Mr. Muoro de Nadal, Mr. Parker, Mr. Pico, Mr. Pomès, Mr. Ramadier, Mr. Sabrósó Montoya, Mr. Sánchez Mándariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yū.

SEVENTEENTH ITEM ON THE AGENDA

Report of the Committee on Industrial Committees (concl.)

IV. Tripartite Technical Meeting to Study the Social Consequences of the Crisis in the Coal-Mining Industry.

The Governing Body adopted the recommendation in paragraph 82 of the report.

SEVENTH ITEM ON THE AGENDA


Mr. Said Salama had no objection to the report being distributed to delegates and observers attending the 45th (1961) Session of the International Labour Conference as supplementary documentation for the general discussion on employment problems and policies. He had the following detailed comments to make.

In Chapter II of the report, in the section dealing with underemployment, the experts recommended an international effort, sponsored by the International Labour Organisation, (a) to encourage governments to collect information as to the extent and causes of underemployment, and (b) to assemble and analyse data by country, so as to obtain a deeper understanding of this phenomenon as a basis for the formulation of practical measures. The measurement of underemployment was an important matter, which had been discussed by the Eighth and Ninth International Conferences of Labour Statisticians. The Ninth Conference had requested the Governing Body to ask the Office to prepare a revised edition of the report on the measurement of underemployment and to publish it in its final form as a guide to future work; this had not yet been done, and it would be desirable that it should be done in the near future. It might also be advisable to place the problem of underemployment on the agenda of the Tenth International Conference of Labour Statisticians.

He objected to the recommendations in the report that the less developed countries should import second-hand machinery as means of saving capital and foreign exchange. This was an obsolete notion which would not benefit either the workers or the community as a whole and would entangle the less developed countries in a vicious circle of cheap labour and low productivity.

In dealing with industrialisation in the less developed countries the report drew a sharp distinction between labour-intensive and capital-intensive methods, as if a choice had to be made between them. They were not mutually exclusive, and a developing country needed a programme both of modern industrialisation in such industries as steel and cement; and of supplementary labour-intensive industrialisation based on handicrafts, small industries and so forth.

The report did not differentiate sufficiently between the problems of the over-populated and the under-populated countries. In the over-populated countries there was a quantitative disequilibrium between economic growth and population growth, whereas in the under-populated less developed countries there was also a problem of unemployment because of a shortage of skill and of trained workers. The United Arab Republic had a three-stage programme: the first stage was designed to bridge the gap between the rate of population growth and the rate of economic development; the second stage to accelerate economic development with a view to making its rate higher than that of population growth in order to absorb underemployment; and the third stage to maintain the balance between the rate of economic development and that of population growth with a view to maintaining a level of full employment.

The manner in which the report dealt with wage policy was not entirely satisfactory. Wage policy should, above all, be a means of equitable distribution of the national income. Workers were consumers as well as producers, and many of the new industries might suffer considerably if the wages of the workers, who formed the bulk of the buyers, were not raised.

The appendix concerning the United Arab Republic, which had not been circulated, contained an inaccuracy in the statement that compulsory education was to be introduced by 1964. It had first been introduced in Egypt in 1881, then abolished during the foreign occupation, and restored in 1923. The principle existed, though there was a shortage of educational facilities. The goal to be achieved by 1964 was to bridge this gap.

Mr. Yllanes Ramos said that the report was apparently designed for discussion by the Conference, and it was therefore inappropriate for it to have been submitted to the Governing Body. Either the Governing Body would have to confine itself to transmitting it to the Conference without comment,

1 See above, Minutes of the Seventh Sitting, pp. 52–53.
or members would have to deal with it at length. In view of the shortage of time and the need for brevity, he proposed that the report should be transmitted to the Conference as a working document, making it clear that the Governing Body had expressed no views on it, but that it should not be sent to the organisations mentioned in paragraph 11(b) of the Office covering note. The report could not be regarded as containing the views of the I.L.O. on this very important subject, since as a result of Conference discussion parts of the report might be rejected and others modified. If his proposal were accepted, he would refrain from discussing the substance of the report, except to make one general observation.

The report must surely be unsatisfactory not only to the employers but to the workers as well, since the viewpoint it expressed throughout was that of state planning. Both the trade unions and private enterprise were given a secondary role, and it was even proposed to plan private investment. Moreover, the report dealt in detail with matters which were quite outside the competence of the I.L.O., such as tax policies.

Mr. Kaplansky agreed with Mr. Yllanes Ramos’s proposal, although for different reasons. It was regrettable that such a document should have been prepared under the auspices of the I.L.O. Those who had written it seemed to be unaware of the social objectives of the Organisation as set out in the Constitution and the Declaration of Philadelphia. They represented one school of economic theory only; they had taken hardly any account of the social consequences of economic development, and no account at all of what the workers regarded as all-important, namely the need to raise the standard of living of the people concerned, which alone made economic development worth the sacrifice it entailed. He therefore proposed that the report should merely be made available to delegates and observers attending the 45th (1961) Session of the International Labour Conference, on the clear understanding that it had been written by experts from outside the I.L.O. and had not been discussed or approved by the Governing Body.

Mr. Haythorne cautioned against hasty judgments on the report, which had been written by a committee of experts who had been asked to consider employment objectives in economic development. The word was economic; it was, of course, understood that economic development was part of the much broader subject of social development. Although the report was couched in conventional economic jargon, which made it difficult to understand, it contained important observations over a very broad field, and it might well be that on reflection it would be found a very excellent background document. He wondered whether it would not be possible for the Director-General, in these circumstances, to prepare for the Conference a short summary in simple language which would deal in particular with the significance or relevance that the report might have to I.L.O. activities.

Mr. Monk agreed with the suggestions of Mr. Yllanes Ramos and Mr. Kaplansky, but thought that the Workers’ position should be made clear on one important point. In Chapter IV of their report the experts recommended that provided effective restraints were imposed on the consumption of more privileged groups, “for as long as there continues to be much unemployment and underemployment, it is very important that there should be moderation and restraint in demanding, and in conceding, wage increases in the modern sector.” This was not a policy which the Workers’ group could accept either on a national or an international basis.

Mr. Said Salama said that while the appendices produced by the experts might perhaps be regarded as satisfactory, the report itself needed to be rewritten.

The Chairman said that the consensus of views of the Governing Body seemed to be that further discussion of the report should be postponed until the 149th Session, and that in the meantime the report should be made available to the Conference in connection with the general discussion on employment problems and policies.

It was so decided.

EIGHTEENTH ITEM ON THE AGENDA
Composition and Agenda of Committees and of Various Meetings

Meeting of Experts on Major Mine Disasters.

The Governing Body took note of the modifications to the list of experts invited to attend the Meeting of Experts on Major Mine Disasters.

Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers.

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

Panel of Consultants on the Problems of Young Workers.

The Governing Body approved the appointments to the Panel of Consultants on the Problems of Young Workers proposed in paragraph 10 of the Office document, and authorised its Officers to approve on its behalf the remaining nominations to be submitted by the Director-General.

Mr. Waline said that the problems of young workers covered a wide field, and that within that field certain of the consultants had special competence in certain areas. In selecting consultants for the proposed initial meeting, he hoped that the Director-General would, when the proposed agenda was known, obtain information from the secretariat of the Employers’ group concerning the particular fields of competence of the experts drawn from Employers’ circles. He imagined that the same considerations would apply in the case of the Workers’ group.

The Chairman said that this would be done.

NINETEENTH ITEM ON THE AGENDA
Report of the Director-General

I. Obituary: Mr. Joseph Vanek and Professor Georges Scelle.

Mr. Waline paid tribute to Mr. Joseph Vanek, for whom he had had great affection as a colleague, and to Professor Georges Scelle, who had been a great lawyer with a profound knowledge of international labour questions.
Mr. Hauck also paid tribute to Professor Georges Scelle, who had rendered very great services to the I.L.O. since its foundation, not only by his eminent contribution to the work of the Committee of Experts on the Application of Conventions and Recommendations but also by his teaching and writings concerning the International Labour Organisation. He had been one of the most eminent representatives of French thought in the field of international law, and his death was greatly regretted in France.

Mr. Möri associated the Workers' group with the tributes paid to Mr. Joseph Vanek and Professor Georges Scelle.

The Governing Body requested the Director-General to convey its sympathy to the family of the late Mr. Joseph Vanek and to Mrs. Georges Scelle.

II. Composition of the Organisation.

III. Composition of the Governing Body.

IV. Progress of International Labour Legislation.

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

V. Internal Administration.

Mr. Bergenström, on behalf of the Employers' group, paid tribute to Mr. Paul Schnaidt, who had recently retired from the service of the Office after having been Chief of the Distribution Section for many years. He had been well-known and well-liked by innumerable people who had attended I.L.O. meetings, and it was a testimony to the efficiency of his services that the survey of procedures for editing, translating, reproducing and distributing publications and other papers had found that this part of the Office machinery worked very well.

The Governing Body owed a debt of gratitude to Mr. Schnaidt, and he hoped that its best wishes for the years to come would be conveyed to him.

Mr. Hauck associated himself with the remarks of Mr. Bergenström and asked that the Director-General should convey to Mr. Schnaidt the best wishes and gratitude of the Governing Body.

Mr. Möri associated the Workers' group with the tributes paid to Mr. Schnaidt and the proposal made by Mr. Hauck and Mr. Bergenström.

The Governing Body requested the Director-General to convey its best wishes and gratitude to Mr. Paul Schnaidt on his retirement as Chief of the Distribution Section.

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

VI. Publications.

Mr. Waline wished to comment on the factual survey relating to freedom of association report entitled *The Trade Union Situation in the U.S.S.R.*, Mr. Goroshkin having at a previous sitting accused him of quoting passages from this report out of their context.

Mr. Möri, intervening on a point of order, said that a discussion of the report at the present stage was unnecessary and would inevitably lead to a long debate. He therefore specifically requested the Director-General to consider the possibility of placing on the agenda of a future session of the Governing Body the whole question of the factual survey relating to freedom of association. This would enable the Governing Body to hold a thorough exchange of views on the principles of this survey.

The Chairman said that it was the Director-General's intention to submit a progress report on the factual survey relating to freedom of association to the Governing Body at a future session.

Mr. Waline thought that members of the Governing Body had the right to comment on the contents of the publications of the International Labour Office mentioned in the Report of the Director-General. He did not intend that the opportunity of commenting on the studies published within the framework of the factual survey relating to freedom of association should be indefinitely postponed, and he had been about to propose, when he had been interrupted, that the question should be placed on the agenda of the next session of the Governing Body, so that he might have an opportunity of commenting on a specific report. The Director-General had suggested to the Financial and Administrative Committee that the Governing Body discussion on the whole question of the surveys, to which the Chairman had referred, should take place in November 1962, which was an unreasonably distant date.

Mr. Möri said that he would agree to Mr. Waline's proposal if it were acceptable to the Director-General.

The Chairman pointed out that it would not be possible for the desired discussion to be held as early as the next session of the Governing Body, as all the reports on current surveys would not by then have been published. Perhaps the Governing Body would agree to take note of the Director-General's intentions, on the understanding that the discussion would be held as soon as possible.

Mr. Waline wished there to be no misunderstanding. He was not requesting a discussion on the desirability or otherwise of pursuing a series of factual surveys relating to freedom of association in the different countries, but he did expect to be able to use his right as a member of the Governing Body to give his views on a publication referred to in the Report of the Director-General. If he was not given the opportunity of doing so in the Governing Body he would do so elsewhere.

Mr. Goroshkin agreed that the Governing Body should be able to discuss these questions, and he was most willing to accept Mr. Waline's challenge.

The Governing Body took note that it was the Director-General's intention to submit to it a progress report on the factual survey relating to freedom of association at a future session.

FIRST SUPPLEMENTARY REPORT

Appointment of a Director of the International Institute for Labour Studies

The Governing Body took note of the appointment of Sir Douglas Copland as Director of the Institute.
SECOND SUPPLEMENTARY REPORT

Management Development Project in India

Mr. Merani said that the project had been carried out most successfully and that the work done by the I.L.O. had been of high quality.

The Governing Body took note of the second supplementary report of the Director-General.

THIRD SUPPLEMENTARY REPORT

Proposals concerning the African Advisory Committee
Composition of the Committee.

Mr. Waline said that the Employers' group was anxious to hear the views of members of the Governing Body on this question, but had not formed its own opinion on the best method to be adopted for the composition of the Committee. It would prefer a decision to be postponed until the next session of the Governing Body, to allow time for consultation with African members of the group.

The Director-General said that there would be no difficulty in postponement, so long as the decision was taken by the Governing Body before the opening of the Conference in June.

Mr. Borha said that in principle the proposals for reconstituting the African Advisory Committee on an all-African basis in accordance with the request of the First African Regional Conference were satisfactory, subject to the following observations. It was reasonable that the I.L.O. should benefit from previous experience in dealing with such questions, and since the procedure for the constitution of the Asian Advisory Committee had been successful over the past ten years he supported the proposals made in paragraph 6 of the Office document, with the following amendments proposed by the Workers' group:

Replace subparagraph (b) of paragraph 6 by the following text:

...elected members to complete, with the ex officio members, a total of 16 Government, eight Employers' and eight Workers' members. Those eligible for election would be the countries and territories invited to attend the most recent African Regional Conference and, in the case of Employers and Workers, nationals of those countries and territories. The electoral colleges would consist of the delegates of the member States entitled to attend the African Regional Conference.

This amendment would make it possible for trade unions and employers' organisations in countries that were still dependent to participate in the work of the Committee. He hoped that the Employers' group would agree with this proposal.

Mr. Said Salama reserved his final position, but would try to make constructive suggestions in the hope of an eventual unanimous decision. In the proposals in paragraph 6 of the Office document as they stood he understood "States Members of the Organisation" to mean independent countries only, excluding non-metropolitan territories and the metropolitan powers which were responsible for their external affairs. In this particular connection the amendment proposed by the Workers' group did not seem to be an improvement. He would, however, have no objection to provision being made for the inclusion of Employers' and Workers' members from countries and territories other than States Members, provided that on the Government side only States Members should be eligible for election.

There were four permanent Government members of the Governing Body from Asia, together with three or four regular elected members, but in the case of Africa there were only two regular members of the Governing Body at the present time. In view of this he proposed that the word "regular" should be deleted in subparagraph (a) of paragraph 6, so that deputy members of the Governing Body from Africa would become ex officio members of the Committee. If these suggestions were acceptable to the Workers' group he was prepared to accept the amendment proposed by Mr. Borha. If not, he reserved his right to submit an amendment at the proper time to the alternative procedure outlined in paragraph 8 of the Office document.

Mr. Mori agreed with the suggestion that the final decision be postponed to the next session of the Governing Body: if this were done Mr. Said Salama's suggestions could be studied by the Workers' group.

Mr. Said Salama had no objection to this procedure, but wished to place on record the amendment he would suggest to paragraph 8. It would read as follows:

The governments entitled to designate members of the Committee might be elected from among the African States Members of the Organisation entitled to attend the African Regional Conference, by the Government representatives of those member States attending the session of the International Labour Conference at which such elections take place. Employers' members might be elected from the African member States entitled to attend the most recent African Regional Conference....

The Governing Body postponed further discussion of the proposals concerning the African Advisory Committee until its 149th Session.

FOURTH SUPPLEMENTARY REPORT

Governmental Conference on the Revision of the Agreement concerning the Social Security of Rhine Boatmen

The Governing Body took note of the information contained in the fourth supplementary report.

FIFTH SUPPLEMENTARY REPORT

Participation of Non-Metropolitan Territories as Observers in the 45th (1962) Session of the International Labour Conference

The Governing Body approved the proposals in paragraphs 3 and 5 of the fifth supplementary report.

SIXTH SUPPLEMENTARY REPORT

Procedure for the Appointment of Committees by the Conference

Mr. Waline said that as in previous years the
Employers' group dissociated itself completely from any decision which might be taken. The Governing Body adopted the proposals in paragraphs 6 and 7 of the sixth supplementary report.

SEVENTH SUPPLEMENTARY REPORT

Report of the Officers of the Governing Body

Requests by International Non-Governmental Organisations to Be Represented by Observers at I.L.O. Regional Conferences.

The Governing Body adopted the proposals in paragraph 3 of the seventh supplementary report.

Requests by International Non-Governmental Organisations to Be Represented by Observers at the 45th (1961) Session of the International Labour Conference.

The Governing Body adopted the proposals in paragraph 6 of the seventh supplementary report.

Establishment of a Closing Date for Applications from International Non-Governmental Organisations for Representation at I.L.O. Meetings.

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

TWENTIETH ITEM ON THE AGENDA

Programme of Meetings

Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers (Third Session).

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


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

Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare (Second Session) and Joint Maritime Commission (19th Session).

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

Diplomatic Conference on the International Protection of Performers, Producers of Phonograms, and Broadcasting Organisations.

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

Meeting of Experts on Electrical Accidents and Related Matters.

The Governing Body adopted the proposal in paragraph 10 of the Office document.

Asian Advisory Committee (11th Session).

The Governing Body adopted the proposal in paragraph 12 of the Office document.

Committee on Work on Plantations (Fourth Session).

The Governing Body adopted the proposal in paragraph 15 of the Office document.

Board of the International Institute for Labour Studies.

The Governing Body adopted the proposal in paragraph 16 of the Office document.

Fifth Asian Regional Conference.

The Governing Body adopted the proposal in paragraph 17 of the Office document.

TWENTY-FIRST ITEM ON THE AGENDA

Appointment of Governing Body Representatives on Various Bodies


On the proposal of the Workers' group, the Governing Body completed the composition of its delegation by appointing the Workers' members as follows:

Mr. Richter.

Mr. Sabroso Montoya.

Substitute: Mr. Parmigiani.

Inland Transport Committee (Seventh Session, Geneva, 8 to 19 May 1961).

On the proposal of the Workers' group, the Governing Body completed the composition of its delegation by appointing the Workers' member as follows:

Mr. Ahmad.

Substitute: Mr. Korte.

TWENTY-SECOND ITEM ON THE AGENDA

Date and Place of the 149th Session of the Governing Body

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

SUPPLEMENTARY ITEM ON THE AGENDA

Complaint Filed by the Government of Ghana concerning the Observance by Portugal of the Abolition of Forced Labour Convention, 1957

The Chairman said that in accordance with the provisions of paragraph 3 of article 9 of the Standing Orders of the Governing Body, the Officers of the Governing Body had given their consent to the complaint filed by the Government of Ghana being considered at the present session on the understanding that members would confine their remarks to the urgent procedural question and refrain from entering into the merits of the complaint.

Mr. Anthony wished to explain the considerations which had impelled the Government of Ghana to take the serious step of filing the complaint against the Government of Portugal.

Mr. Waline, intervening on a point of order, said that the Officers of the Governing Body, of whom he was one, had agreed, as was stated in paragraph 7
of the Office document, to the matter being considered at the present session of the Governing Body only in connection with certain specified urgent procedural questions. It had been clearly understood that no discussion on the merits of the complaint was admissible at the present stage.

_The Chairman_ confirmed that no discussion of the substance of the question was admissible at the present session of the Governing Body. The letter from the Government of Ghana was reproduced in the Office document for all members of the Governing Body to see. A procedure was proposed in paragraph 9 to enable the Governing Body to discuss fully the substance of the matter at its next session, and he appealed to Mr. Anthony to confine his remarks to the proposed procedure.

_Mr. Anthony_ said that if he was precluded from explaining the reasons why the Government of Ghana had made the complaint, he must reserve his position on the recommendations put forward by the Officers of the Governing Body.

_The Governing Body adopted the proposals in paragraph 9 of the Office document._

The session was declared closed at 5.15 p.m.

G. C. LODGE.
APPENDICES

APPENDIX I

Agenda

1. Approval of the Minutes of the 147th Session.
2. Appointment of the Board of the International Institute for Labour Studies.
12. Reports of the Financial and Administrative Committee.
18. Composition and agenda of committees and of various meetings.
20. Programme of meetings.
22. Place and date of the 149th Session of the Governing Body.

Supplementary item on the agenda: Complaint filed by the Government of Ghana concerning the observance by Portugal of the Abolition of Forced Labour Convention, 1957.
APPENDIX II

Second Item on the Agenda: Appointment of the Board of the International Institute for Labour Studies

1. The Governing Body decided at its 144th Session (Geneva, March 1960) to establish an International Institute for Labour Studies and adopted Regulations to govern its work. It is now necessary to appoint the Board of the Institute.

2. Article II, paragraph 2, of the Regulations states:

The Board shall consist of—

(a) the Director-General of the International Labour Office, who shall be Chairman of the Board;
(b) six members to be appointed by the Governing Body from among its own members, two from each of the three groups, for terms of up to three years concurrently with their membership of the Governing Body;
(c) five members to be appointed by the Governing Body for terms of three years from among persons of outstanding international experience having a knowledge of educational and labour problems who are not members of the Governing Body;
(d) the Conseiller d'État in charge of the Département de l'Instruction publique of the Republic and Canton of Geneva, during his term of office.

3. The following nominations are made by the three groups in accordance with article II (2) (b) of the Regulations:

**Government group:**
Mr. J. A. BARBOZA-CARNEIRO (Brazil), Ambassador; representative of the Government of Brazil accredited to the I.L.O. He has held numerous commercial and diplomatic posts in the Brazilian Foreign Service. He was also technical commercial adviser to the Brazilian Delegation to the League of Nations from 1920 to 1926 and was a member of the Economic Committee of the League of Nations and its Chairman in 1922. From 1922 to 1924 he was the Brazilian Government delegate to the International Labour Conference. He has since been Brazilian Minister in Greece (1929-41) and Egypt (1941-45), acting head of the Political and Cultural Department of the Ministry of Foreign Affairs (1946) and Ambassador to Paraguay (1947-50), Chile (1950-52) and Japan (1952-55). In 1955 he became head of the Brazilian Permanent Delegation in Geneva, and in 1956 was appointed representative of the Government of Brazil accredited to the I.L.O. From 1957 to 1960 he was the Brazilian Government representative on the Governing Body, and its Chairman in 1958-59.

Mr. T. H. CARROLL (United States), President of the George Washington University. Has had a distinguished career in the teaching of business administration, first at the Harvard School of Business Administration (1936-42), then as a member of the consultative group which advised the Director-General in working out the plans for the Institute.

Dr. A. E. GRIGORIEV (U.S.S.R.), Doctor of Economics, holder of the Chair of Labour Economics and Deputy Director of the Moscow State Institute of Economics. Member of the Scientific Council of the Scientific Research Institute for Labour Problems of the State Labour and Wages Committee of the Council of Ministers of the U.S.S.R. Formerly senior economist and deputy head of the Labour Department of the Planning Authority of the Soviet Union.

Dr. Ali GRITLY (U.A.R.), Chairman of the Bank of Alexandria; member of the Board of the Egyptian Economic Development Organisation. Formerly Professor of Political Economy at the University of Alexandria. Former Deputy Governor of the National Bank of Egypt and Minister of Finance and Economy. Former Technical Assistance Resident Representative in Jordan.

4. The following nominations are submitted by the Director-General for appointment to the Board under article II (2) (c) of the Regulations:

Mr. T. H. CARROLL (United States), President of the George Washington University. Has had a distinguished career in the teaching of business administration, first at the Harvard School of Business Administration (1936-42), then as a member of the consultative group which advised the Director-General in working out the plans for the Institute.

Dr. A. E. GRIGORIEV (U.S.S.R.), Doctor of Economics, holder of the Chair of Labour Economics and Deputy Director of the Moscow State Institute of Economics. Member of the Scientific Council of the Scientific Research Institute for Labour Problems of the State Labour and Wages Committee of the Council of Ministers of the U.S.S.R. Formerly senior economist and deputy head of the Labour Department of the Planning Authority of the Soviet Union.

Dr. Ali GRITLY (U.A.R.), Chairman of the Bank of Alexandria; member of the Board of the Egyptian Economic Development Organisation. Formerly Professor of Political Economy at the University of Alexandria. Former Deputy Governor of the National Bank of Egypt and Minister of Finance and Economy. Former Technical Assistance Resident Representative in Jordan.

5. The Director-General intends to submit a fifth nominee for the Board, who will be from the African continent, to the Governing Body at its next session.

6. The present Conseiller d'État in charge of the Département de l'Instruction publique of the Republic and Canton of Geneva is Mr. A. BOREL.

7. The Governing Body is invited to appoint as members of the Governing Body the six persons mentioned in paragraph 3, for terms of up to three years concurrently with their membership of the Governing Body.

8. The Governing Body is further invited to appoint as members of the Board of the Institute the four persons mentioned in paragraph 4 for a term of three years.
APPENDIX III

Third Item on the Agenda: Report of the Permanent Agricultural Committee

1. In accordance with the decision of the Governing Body at its 143rd Session (Geneva, November 1959), the Sixth Session of the Permanent Agricultural Committee was held in Geneva from 24 October to 4 November 1960. Various international governmental and occupational organisations were represented at the session, including the United Nations, the Food and Agriculture Organisation and the World Health Organisation.

2. The agenda of the session was as follows:
   I. Welfare facilities in agriculture.
   II. Application and supervision of social legislation in agriculture.
   III. Contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development.

3. The Committee's report and conclusions are appended. ¹

Welfare Facilities (Social Services) in Agriculture

4. In view of the fact that the term "welfare facilities" covers a very wide range of activities, varying in scope from one country to another, and that it may even cover the whole field of social policy, the Committee considered that a choice had to be made among the facilities that could be described as being of a direct welfare character. Consequently, the Committee concentrated its discussion on social services relating to nutrition, housing, health, education, leisure and recreation. The Committee considered in particular how these various social services may be extended to cover adequately the needs of agricultural workers or, where necessary, how special services and facilities may be established for them if general services are inadequate or lacking.

5. The Committee noted that various other international and regional organisations had a primary interest in certain aspects of the problem, in particular the United Nations, the Food and Agriculture Organisation, the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation, and that therefore there should be the closest collaboration and consultation between the I.L.O. and these organisations. The Committee was informed that all necessary steps were being taken, and would continue to be taken, to avoid duplication of effort in close consultation and collaboration with the organisations concerned.

6. The Committee considered that the I.L.O. itself had also a major interest in the subject and that a number of Conventions, Recommendations and resolutions had already been adopted relating to certain welfare facilities. These standards referred, however, mostly to workers other than agricultural workers and were not generally designed for the latter. Action should therefore be taken to fill the gaps in the existing provisions in line with the particular requirements of agriculture. For this reason the Committee unanimously adopted detailed conclusions ² recommending the principles which should be taken into consideration in the provision of social services in agriculture.

Application and Supervision of Social Legislation in Agriculture

7. In discussing the second item on the agenda the Committee noted that the I.L.O. had for many years been concerned with the question of application and supervision of social legislation and had adopted international instruments on this subject covering industry and commerce, all workers in non-metropolitan territories and workers on plantations.

8. The Committee considered that it would be desirable to supplement these instruments by standards applicable to agriculture and therefore unanimously adopted detailed conclusions ³ recommending the principles by which these standards should be governed.

Contribution of the I.L.O. to the Raising of Incomes and Living Conditions in Rural Communities, with Particular Reference to Countries in Process of Development

9. The Committee considered that in fulfilling the task entrusted to it as regards this item, namely to translate into a practical programme of work the general conclusions adopted by the International Labour Conference at its 44th Session in June 1960, its principal objective should be to outline a selected number of activities in the fields of study and research, operational activities and action by general and regional conferences upon which the efforts of the I.L.O. should be concentrated in coming years.

10. The Committee unanimously adopted conclusions for the intensification of I.L.O. activities in the rural sector ⁴ on the understanding that, in carrying out these activities, the I.L.O. would co-ordinate its work and collaborate closely with the other international organisations concerned. In this connection the Committee was informed, both on behalf of the Director-General and by the representatives of the organisations concerned, that such collaboration and co-ordination of work was being maintained. As the I.L.O. activities in the rural sector are intensified special care will be taken to strengthen this collaboration and to avoid duplication of effort.

11. The Committee also emphasised that to enable a special programme of activities in the rural sector to be initiated it was essential for adequate resources in staff and funds to be allocated for this purpose, and indicated that, while it considered that the activities mentioned in its conclusions are those to which particular attention should be given in the special programme, the I.L.O. should maintain the various research, operational and standard-setting activities carried out at present, which relate to the needs of countries in all stages of development.

12. The Director-General will make proposals to the Governing Body as appropriate in the light of these conclusions.

13. The Governing Body is invited—

(a) to take note of the report and conclusions adopted by the Permanent Agricultural Committee at its Sixth Session; ⁵

¹ See below, pp. 64-73.
² See appendix, pp. 68-69.
³ See appendix, pp. 69-70.
⁴ See appendix, pp. 70-73.
ANNEX

Text of the Report of the Permanent Agricultural Committee (Sixth Session, Geneva, 24 October to 4 November 1960)

1. The Permanent Agricultural Committee held its Sixth Session at the International Labour Office in Geneva from 24 October to 4 November 1960.

2. The agenda of the session was as follows:
   I. Welfare facilities in agriculture.
   II. Application and supervision of social legislation in agriculture.
   III. Contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development.

3. The names of the members of the Committee and representatives of the international organisations and institutions who participated at this session are appended to the report.1

4. The session was opened by Mr. Ammar, Assistant Director-General of the International Labour Office, who welcomed the participants on behalf of the Director-General and on his own behalf. He referred to the contribution the I.L.O. had endeavoured to make from its earliest days to promote social progress in the rural sector, a contribution which resulted from its special responsibility to ensure that rural workers of all categories—hired, semi-independent—benefit in an equitable fashion from the economic and social progress, and to secure a balance in development and employment between the different sectors of the economy. Like those of previous sessions, the agenda of the present session was inspired by these general preoccupations. The Committee was called upon to advise on the best methods of dealing with the items on the agenda and as regards the third item to advise on the fields of activity deserving of special consideration for intensified I.L.O. action; it was also called upon to determine what types of activities are best suited to the achievement of the objectives laid down in the Conference resolution on the arrangement of the Organisation for the raising of incomes and living conditions in rural communities. The present session will, therefore, largely affect the orientation of I.L.O. action in this respect under its own programme as well as in association with other agencies in the United Nations family, with regional agencies and with occupational organisations concerned in agriculture and rural life.

5. The Committee unanimously elected Mr. Rómulo A. Ferrerò as Chairman, and Mrs. I. Grosz as Vice-Chairman.

6. The Committee appointed the following members as Co-Reporters: Mr. Antonino Carlos Vivanco (item I); Mr. René Larchevèque (item II); Mr. M. R. Bhide (item III).

7. The Committee then proceeded to the consideration of the items on the agenda one by one.

8. At the end of this examination, the Committee unanimously adopted the report and its conclusions.

I. Welfare Facilities in Agriculture

9. The Committee took as a basis for its discussion the report prepared by the Office on this item. In view of the fact that the term "welfare facilities" covers a very wide range of activities, varying in scope from one country to another, and that it may even cover the whole field of social policy, the Committee considered that a choice had to be made among the facilities that could be described as being of a direct welfare character. Consequently, the Committee concentrated its discussion on social services relating to nutrition, housing, health, education, leisure and recreation. While it did not include such measures as the provision of social security, it dwelt on assistance measures taken to combat such threats to the health of workers as were brought to light in its proceedings, and in social legislation systems, labour legislation, education, etc.—often pending their development in rural areas—or to deal with other problems peculiar to agricultural workers such as those on plantations, etc., or else they concerned only certain kinds of workers or types of social services. They therefore had to be supplemented by recommendations setting forth the kind of social services needed for agricultural workers in general.

10. The Committee noted from the outset that various aspects of the welfare facilities described in the report are of concern to other international organisations, such as the United Nations, the Food and Agriculture Organisation, the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation, and that any action the I.L.O. may be able to undertake in this field will, therefore, call for close collaboration and coordination of the work with these agencies.

11. The I.L.O. itself had a major interest in the availability and adequacy of such facilities and services and had in fact already adopted international instruments dealing with welfare facilities and services for the workers. At the same time, these instruments, however, referred either to workers other than agricultural workers or only to certain categories of agricultural workers, such as those on plantations, etc., or else they concerned only certain kinds of workers. The question was termed the necessity to carry out long-term integrated economic and social programmes in order to raise incomes and thereby improve standards of living.

12. The Committee first had the opportunity of hearing statements by the representatives of the United Nations, the Food and Agriculture Organisation and the World Health Organisation, which were presented in their capacity as the agencies of the United Nations as their respective organisations in the item before the Committee and their activities in this field, mentioning in particular the close collaboration existing between them and with the I.L.O.

13. In the general discussion on the item many members pointed out that the improvement in the living conditions of agricultural workers depended in the first instance on various social and economic conditions and in particular the raising of incomes. The correlation between incomes and investment was a key point. An exchange of views took place in this connection on the possible effects of increased production, higher levels of productivity, etc., on the incomes of rural workers. There was also general agreement on the necessity to carry out long-term integrated economic and social programmes in order to raise incomes and thereby improve standards of living.

15. The Committee, however, expressed the view that while it was necessary to promote by all possible means comprehensive programmes of economic and social development, the extension of adequate welfare facilities or social services in agriculture could also effectively contribute to a more immediate improvement of living conditions and should, therefore, be developed concurrently with broader programmes.

16. In considering the various forms of practical action which could be undertaken for the improvement of the nutrition of agricultural workers and their families the Committee agreed that some longer-term measures were called for, stress on educational activities, the action to be taken by the workers themselves, supplementary food for rural children, cultivation of gardens on an individual or joint basis, facilities to enable agricultural undertakings employing a large number of workers to provide the latter with meals or enable them to purchase food, etc.

17. Among educational activities in the field of nutrition, the Committee underlined the importance of popularisation campaigns for imparting to agricultural workers and their families not only knowledge concerning improved techniques of food production but also principles of home economics. Reference was also made to the usefulness of organising communal bases for the conservation and preparation of food.

18. The Committee had the opportunity of hearing from the representatives of W.H.O. and F.A.O. concerning...
The Committee referred to the generally unsatisfactory conditions of rural housing, not only in the countries in process of development, but also in developed countries. It considered that self-help housing, taking or on a communal basis, of special medical services and facilities available to agricultural workers in general and of children and of those engaged in isolated agricultural undertakings. The need was emphasised of giving a practical slant to primary school education so as to link it with actual life in rural areas.

29. Many members underlined the need to provide agricultural workers with out-of-school education facilities, in addition to the existing services, and as part of literacy campaigns, especially in the developing countries.

30. Special attention should also be given, in the opinion of the Committee, to the promotion of the vocational re-education of physically handicapped agricultural workers.

31. The Committee considered that there was a general need for developing and organising leisure and recreational activities for rural workers. The Committee's recommendations included the encouragement of the organisation of leisure and recreation activities by private organisations and by the workers themselves and the types of facilities which should be provided. In this connection, several members laid special stress on the necessity of providing cultural facilities for recreation, in particular through activities designed to preserve certain cultural values, such as folk dances and music, rural handicrafts, etc.

32. The Committee recognised the need for an integrated approach to the development of social services in agriculture and hence for an effective co-ordination of the activities of the various public and private agencies involved in this field. Close collaboration between them and with the rural populations themselves was a means of achieving this objective. The participation of agricultural workers and their families as well as that of occupational groups, such as plantation workers, should be ensured.

33. There was in the developing countries a particular need for the training of rural leaders, the training and rehabilitation of rural social workers, and the training of rural leaders and workers in the different social services. It was considered that it was desirable to supplement the technical assistance and to organise literacy programmes for all kinds. The important role social workers play in all rural welfare activities was specially underlined.

34. There was general agreement that governments needed international assistance for planning and organisational work, and that this assistance should be given in various fields of activity. Assistance was indispensable in particular on the need for such assistance as regards the financing of housing projects. A member from a developing country pointed out in particular that technical assistance should be carried out in close collaboration and consultation with the governments concerned and taking into account local conditions.

II. Application and Supervision of Social Legislation in Agriculture

35. The Committee based the discussion of this item on the report prepared by the Office, which showed that the I.L.O. had in recent years, been concerned with the question of application and supervision of social legislation and had adopted international standards on this subject. Some of these standards were either implicitly applicable to agriculture or were considered valid for certain categories of agricultural workers, such as plantation workers, although they were originally incorporated in instruments in the scope of the I.L.O. standards on the application and supervision of social legislation by principles applicable to agriculture.

36. The Committee considered that social legislation, in spite of a growing tendency in the different countries to extend its scope to cover agriculture, still lagged behind in this occupation, not only because of the difficulty in extending social legislation to agriculture, but also because of the inadequate application of principles applicable to agriculture.
In the light of these considerations the Committee agreed that the principles to be laid down in the general conclusions should be such that application and supervision of social legislation in agriculture should be flexible and take due account of the varying needs of the different countries.

As regards the scope of the agricultural inspection service, it was agreed that it should extend to all types of agricultural undertakings and categories of workers covered by the existing social legislation.

The Committee recognised that it should be the ultimate objective of public policy to establish an effective special system for the enforcement of social legislation in agriculture. It was agreed that this could best be achieved by the administrative organisation in the different countries, but that due account should be taken of special system for the supervision of social legislation.

It was agreed that the I.L.O. could greatly help to promote more effective training of personnel in this field.

The Committee emphasised the need for inspectors to be properly trained, and in this connection considered the relevant technical, economic and social factors of the training, as well as others such as rural origin, human understanding and adequate knowledge of rural conditions. It was suggested that the I.L.O. should maintain close collaboration with other government services, in particular the education authorities, health agencies and occupational organisations.

Several members stressed the role to be played by workers' representatives and their organisations in the field of application and supervision of social legislation in agriculture. In this connection reference was made to the importance of ensuring freedom of association and of fostering the organization of the rural employed in agricultural occupations, the inspectors could usefully exercise certain functions of conciliation. It would, however, be preferable not to give them the task of arbitration.

The Committee was of the opinion that in order to carry out its work effectively the inspection service should maintain close collaboration with other governmental services, in particular education authorities, social service and health agencies and occupational organisations.

In respect of the frequency of inspection visits and the number of inspectors required, the Committee considered that no rules could be laid down, as these questions depended on a great many factors which varied from country to country. One member pointed out that, in particular in the developing countries where owing to great distances and other difficulties inspection visits could not be carried out with adequate frequency, sampling techniques might be used and certain agricultural areas selected with a view to carrying out intensive inspection.

Particular emphasis was laid on the necessity of the widest possible dissemination of information regarding the provisions of social legislation as a means of facilitating their enforcement. Agricultural agents, rural level workers and occupational organisations could play an important part in making the parties concerned aware of their rights and responsibilities under the law. Since national activities, such as literacy campaigns, adult education programmes, etc., were considered effective means of contributing to these efforts.

III. Contribution of the I.L.O. to the Raising of Incomes and Living Conditions in Rural Communities, with Particular Reference to Countries in Process of Development

In taking up this item on the agenda, the Committee was fully aware of the very important task entrusted to it, namely to translate into a practical programme of work the general conclusions adopted by the International Labour Conference at its 44th Session in June 1960. These conclusions, formulated after lengthy and detailed discussions by a special committee of the Conference appointed to examine the matter, were widely in the I.L.O. and presented in convincing terms the justification for and the objectives of a special programme for intensification of I.L.O. activities in the rural sector. The Committee therefore did not consider that it was called upon to reiterate many of the significant features of the Conference resolution on the latter two points; but it felt justified in assuring the Committee that since the Conference had unanimously adopted a strong resolution in favour of an expansion of I.L.O. activities in the rural sector, the principal objective of the Committee's discussions should be to outline a certain number of activities upon which the efforts of the I.L.O. should be concentrated in the coming years.

The Committee stressed the fact that in order to enable a special programme of activities in the rural sector to be initiated it was essential to have adequate allocations of staff and funds.

The Committee indicated that while it considers that the activities mentioned in its conclusions are those to which particular attention should be given in the special programme, the I.L.O. should maintain the various research, operational and standard-setting activities carried out at present and which relate to the needs of countries in all stages of development.

The Committee agreed that while the I.L.O. should concern itself with all categories of agricultural workers, i.e. not only hired workers but all those who make their living directly from the land, the special programme should, in the first place, pay particular attention to landless workers and small farmers whose problems were somewhat less related to such economic factors as prices and foreign trade than was the case with commercial farmers.

Nevertheless, it was necessary to bear in mind the close relationship between programmes of rural development and economic development in general.

The Committee was aware of the fact that many of the activities mentioned in its conclusions were of interest also to other international organisations, and it recognised the need for consultation and co-ordination of work between the different agencies. It was felt that especially as concerns operational activities there was wide scope for joint action.

The Committee was conscious of the vital importance of demographic factors in dealing with the problems of rural improvement in countries in process of development. It was, however, considered that it would be beyond the terms of reference of the Committee to discuss direct measures to deal with the problems of population pressure, but that the problem should be borne in mind in undertaking the various activities listed in the conclusions.

On the basis of these considerations and of the suggestions contained in the report on this item, the Committee proceeded to a detailed examination of the scope and type of activities to be recommended, in the light of the efforts of the Conference and regional conferences.

The Committee agreed that major attention needed to be devoted to research and operational activities, which were closely interrelated.

With regard to research, the primary objective was to understand better the conditions of an agricultural labour force of practical nature, preparing the way for planning and implementing action programmes. However, continuation and expansion of the general research activities of the I.L.O., such as the preparation and publication of studies, articles, bibliographies, practical manuals, preparation of glossaries, etc., were of equal importance.

In respect of operational activities, a particular effort was required to make the actual and potential contribution of the I.L.O. towards rural development better known to the countries concerned, to ensure that the technical assistance could be adapted to the varying needs of the different countries, and to develop national, regional and international co-ordination of work at all levels.

It was emphasised that the operational activities of the I.L.O. and of other international organisations should take full account of the necessity of encouraging self-help activities of the people themselves. Governments should be assisted in expanding their own programmes and should be given advice concerning sound lines of action to be followed.
The Committee agreed that the fields on which it would be desirable to place major emphasis might be those referred to in the following paragraphs.

While detailed research on the various aspects of rural employment problems should be continued, it was stressed that the setting-up of rural employment promotion schemes was largely of comprehensive pilot projects, with particular importance for practical experimentation and demonstration. Such projects should provide for the fuller utilisation of available manpower through the promotion of all possibilities of employment suitable in the situations under consideration.

In this connection it was pointed out that industries related to agriculture, such as primary processing industries, could play a very useful role in absorbing underemployed rural manpower. Reference was also made to the importance of diversifying production and of reclaiming new land for eliminating underemployment in densely populated rural areas. Several members also stressed the need for measures to improve yields of agriculture which were desirable, and to discourage undesirable movements such as haphazard migration to urban areas where there were no adequate employment opportunities.

The Committee fully recognised the basic importance of vocational training for increasing production and employment in rural areas. The I.L.O. had already done much in establishing the principles and objectives as well as the scope and methods of vocational training in agriculture, and through the Further Training (Agriculture) Recommendation, 1956 (No. 101). This Recommendation provided a very useful general framework for operational activities on the part of the I.L.O. at the international, regional, and national levels.

Programmes of vocational training in rural areas needed to be comprehensive and well-balanced to meet the assessed requirements of each country. Particular importance should be attached to vocational guidance and its close relationship to vocational training.

The Committee was aware of the interests of other specialised agencies, in particular of F.A.O., in the field of vocational training in agriculture, and noted the wide scope for co-ordinated collaboration and joint action between the I.L.O. and such agencies.

The Committee was in general agreement on the ways and means by which the I.L.O. should assist member States in their efforts to improve the conditions of life and work of the various categories of agricultural workers. Such assistance should be directed particularly towards the countries in greatest need of help.

During the discussions, some members stressed the need for regional conferences on agricultural co-operation. Such conferences should be of an essentially practical nature to help in the planning of programmes and in improving the efficiency of under-takings. Training activities of various kinds were particularly important.

The Committee placed considerable emphasis on the need for intensified action for the benefit of indigenous and tribal populations. It pointed out that while the problems relating to the development of agriculture on land which had hitherto been under the control of the respective national communities largely overlapped with those of social and economic development in general, they had at the same time features which required special consideration. Particular stress was laid on problems connected with the transition from tribal to modern forms of social and economic organisation, as well as on the importance of preserving the positive elements of tribal society in the process of transition. In this connection reference was made to the desirability of giving due consideration to traditional institutions of mutual aid and service in indigenous communities and the need for adapting them to the new forms of co-operative organisation. The importance of the social and economic problems arising out of the sedentarisation of nomadic and semi-nomadic tribes was also underlined.

The Committee particularly insisted on the comprehensive nature of the problem of indigenous and tribal populations and the need for an integrated approach in any programme of action designed to help governments in its
solution. Several members of the Committee made reference to the experience acquired by the Andean Indian Programme and to the need for developing similar projects in other parts of the world, such as Africa, Asia and the Near and Middle East. It was pointed out that because of the experience it had already acquired in Latin America, the I.L.O. was particularly well placed to take the leadership in the development of such projects in close co-operation with the other international organisations concerned and with national agencies and institutes active in this field. In this connection the representatives of the United Nations, F.A.O. and W.H.O. stressed the multi-purpose character of the Indian Indian Programme and the continued co-operation of their organisations in the consolidation and expansion of this programme, as well as their interest in any new project which might be undertaken for the benefit of indigenous and tribal populations in other regions.

79. The Committee underlined the need for training of national personnel at various levels in all fields of activity so that international assistance would have a lasting effect. Stress was also laid on the problem of training leaders from the tribal communities themselves.

80. The Committee considered that an early meeting of the Panel of External Consultants on Indigenous and Tribal Populations would be particularly valuable in helping to lay the foundations for future action in Africa, the Near and Middle East and Asia. Reference was made also to the assistance already given in a regional seminar in Africa for an exchange of national experiences in this field.

81. The Committee agreed that in addition to the various activities already described it was important to continue to bring rural questions before the International Labour Conference, regional conferences and other bodies of the I.L.O. Several members stressed that items concerning rural workers should be brought before the International Labour Conference each year.

82. The Committee finally expressed the view that it would be desirable to give adequate publicity to the resolution adopted by the International Labour Conference at its 44th (1960) Session as well as its own conclusions on this item on the agenda so that there would be a fuller appreciation of the important contribution which the I.L.O. can make to the raising of incomes and living conditions in rural areas.

Appendix : Conclusions Adopted by the Permanent Agricultural Committee

Conclusions concerning Welfare Facilities (Social Services) in Agriculture

The Permanent Agricultural Committee of the International Labour Organisation, considering the responsibility of the I.L.O. to concern itself with the general welfare of all workers in all occupations, considering that the living conditions of agricultural workers, who, from a world point of view, constitute the larger part of the total labour force, and particularly so in developing countries, as a rule leave much to be desired and are considerably inferior to those of workers in other sectors of the economy, recognizing that the improvement of living conditions in agriculture depends primarily on raising incomes in rural areas, the development of long-term, comprehensive programmes of economic and social development in rural areas, including greater capital investment, improvements in the agrarian structure, an expansion of vocational training facilities, the provision of more adequate credit, the development of co-operatives, etc., considering that, while it is necessary to promote such comprehensive programmes by all possible means, the development of adequate welfare facilities or social services in agriculture can also contribute in a large measure to more immediate improvement of living conditions, and they should therefore be developed and expanded concurrently with such broader measures, considering that, although the International Labour Conference has already adopted a number of Conventions, Recommendations and resolutions relating to certain welfare facilities, these standards refer mostly to other than agricultural workers and are not generally designed for the latter,

Considering that different approaches and facilities are required in agriculture to take account of its particular conditions and needs and that action should be taken to fill the gaps in existing provisions in line with these requirements,

Being aware of the interest and activities of other international organisations—the United Nations, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation, as well as other international and regional bodies—in various aspects of welfare facilities or social services in agriculture:

Recognising that any international action to be undertaken in this respect calls for close co-operation and coordination of work between the I.L.O. and these agencies,

Recommends that the following principles should be taken into consideration in the provision of social services in agriculture:

1. A primary objective of social services in rural areas in general and for agricultural workers and their families in particular should be the provision of improved nutrition, housing, health, education and use of leisure.

Nutrition.

2. Educational action should be undertaken to teach agricultural workers and their families how to make the best use of available food, how to increase the production of food, how to improve its consumption and how to preserve it. Such action should aim equally at combating ignorance and prejudice in matters of nutrition.

3. Particular importance should be attached to various measures for providing children of agricultural workers with supplementary food, such as the cultivation of fruit and vegetables in school gardens, the provision of free school meals, the distribution of protective foods; such measures not only improve the nutrition of children but can also have an educational value for parents.

4. Agricultural workers should be encouraged to take appropriate action to improve their own food production and levels of nutrition, in particular through co-operative and other self-help activities and community development techniques.

5. The cultivation of gardens on an individual or joint basis should be stressed, particularly in single-crop areas, for the production for home consumption of protective foods. Educational measures are of particular relevance in this respect. Consideration should be given to the provision of seeds and of garden cultivation, members of agricultural workers' families can make a significant contribution to garden cultivation.

6. When food is provided by the undertaking for agricultural workers there should be appropriate safeguards to ensure that it is adequate, both in quantity and quality. Where food forms part of the wage, its cash value should be reasonably assessed.

7. In large agricultural undertakings, especially those in remote areas, there should be appropriate and adequate facilities for providing workers with meals or for enabling them to purchase food. The necessary precautions should be taken to ensure that such facilities are operated in the interests of the workers and are not likely to give rise to abuse.

Housing.

8. In countries at all stages of development there is urgent need for making available considerably greater public funds for the promotion of improved housing and related community facilities in rural areas. Particular importance is attached to the improvement of rural water supplies and sanitation and to rural electrification. Steps should be taken to establish appropriate bodies for the planning of rural communities, for conducting research and giving advice on new techniques of building and new materials, and for preparing model plans for rural houses and community structures.

9. Especially in developing countries, every encouragement to self-help schemes should be given, to self-help schemes making use of local resources of materials and manpower, for building and improving housing of agricultural workers and related community facilities. Such schemes should receive assistance from the public authorities, as for in-
stance the provision of technical services and advice, materials not locally available, equipment, financial aid.

10. Long-term loans at low interest and, where appropriate, subsidies, should be made available to agricultural workers to facilitate the building, improvement or purchase of homes, particularly for married workers.

11. Particular importance should be attached to adequate conditions of work for hired agricultural workers, with due regard to hygiene, comfort and decency, according to the standards prescribed by each country.

12. Where rent is paid by the worker and forms part of the wage, it should be reasonable.

13. Agricultural workers should be assured of adequate security of tenure. This provision should include provision for a reasonable period of notice upon termination of employment.

14. Measures should be taken with respect to the provision of adequate housing conditions for migrant and seasonal agricultural workers and their families.

15. Educational action should be undertaken to make agricultural workers and their families conscious of the need for home improvement and to teach them to make proper use of the facilities provided.

Health.

16. Rural health services of both a preventive and curative nature should be extended and special facilities provided for agricultural workers and their families in isolated areas, including medical care, appropriate means of transport for the sick, and mobile health units. The possibilities of co-operative health associations should be considered. Measures should be taken to induce qualified health personnel to work in rural areas.

17. Medical services, including pharmaceutical supplies, should be provided either free or at low cost to agricultural workers not covered by an appropriate social security scheme.

18. Appropriate health and safety education programmes for agricultural workers should be developed and educational campaigns launched for combating ignorance and prejudice.

19. In agricultural undertakings employing a large number of workers there should be health and medical services of prescribed standards in cases where they are not available in the vicinity.

20. Appropriate arrangements should be made for the nursing and day care of children of workers, if necessary on a communal basis.

21. Special medical services should be established for migrant and seasonal agricultural workers.

22. Every effort should be made to provide conditions for agricultural work such as to minimise the risks of accidents or dangers to health. Appropriate protective facilities should be provided for agricultural workers exposed to certain health and safety risks.

23. Special importance should be attached to the provision of safe drinking water.

Education.

24. Arrangements should be made to enable agricultural workers in sparsely settled areas to send their children to school; these might include free transport facilities, mobile schools, boarding schools, etc.

25. Measures should be taken to facilitate school attendance of children of needy agricultural workers by providing free school meals, clothing, equipment, etc.

26. Educational facilities should be provided for children on large and isolated agricultural undertakings.

27. Systems of out-of-school education, particularly extension-type services, covering both technical and more general subjects, including home economics, should be made available to agricultural workers and their families. In developing countries special attention should be paid to literacy campaigns. The use of audio-visual aids should be encouraged.

28. The organisation of rural youth clubs should be encouraged as an important means for the education of young people and their physical and spiritual development.

29. All possible means for the vocational rehabilitation of physically handicapped agricultural workers should be developed.

Leisure and Recreation.

30. The work of voluntary organisations, private bodies and agricultural workers themselves in the organising of leisure and recreational activities should be encouraged.

31. Adequate facilities for physical recreation and the use of leisure time should be provided for agricultural workers, such as community centres, sports grounds, etc., as well as facilities for cultural activities.

32. Particularly in isolated areas there should be, as far as possible, audio-visual facilities for recreation.

General Provisions.

33. There should be an integrated approach to the development of social services in agriculture and an effective co-ordination of the activities of the different governmental agencies concerned; there should likewise be an inter­ 

eration between public authorities, private and semi-private institutions, including voluntary organisations, and the rural people themselves.

34. All possible measures should be taken to encourage the participation of agricultural workers, including women and young people, in welfare activities in agriculture. In this respect there is a particularly important role to be played by organisations of agricultural employers and workers and by other occupational organisations in agriculture.

35. Especially in the developing countries, particular attention should be devoted to the training of rural leaders, and to the training and selection of social promoters and auxiliary workers for rural areas.

36. The special value of the various activities of women social workers in rural areas should be recognised.

International Action.

37. Especially in developing countries, adequate international assistance should be provided in close co-operation and consultation with the governments concerned to help them in planning and organising social services in agriculture, including the promotion of housing through international credit, whenever possible, as well as appropriate training programmes related thereto. To that effect, there should be the closest collaboration and consultation between the I.L.O. and the other international and regional bodies having a primary interest in certain aspects of the problem, notably the United Nations, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation.

Conclusions concerning the Application and Supervision of Social Legislation in Agriculture

The Permanent Agricultural Committee of the International Labour Organisation,

Considering that in most countries of the world there is increasing concern to extend social legislation to all categories of agricultural workers,

Considering that such legislation cannot be effective unless its enforcement is properly ensured,

Considering, on the one hand, that certain conditions peculiar to agriculture sometimes make it difficult to enforce such legislation and, on the other hand, that supervision is often inadequate because the responsible services do not have the necessary staff and resources for performing their functions and extending them,

Considering that the International Labour Organisation has for many years been concerned with the question of the application and supervision of social legislation and that it has adopted in its advisory standards on this subject covering industry and commerce, all workers in non­metropolitan territories and workers on plantations,

Considering that it would be desirable to supplement the standards contained in these instruments by principles applicable to agricultural workers,

Recommends the adoption of the following principles:

1. There should be established an appropriate system of supervision of the application of social legislation in
agriculture extending to the agricultural undertakings and the workers covered by such legislation. The services included in such a system should have the necessary facilities to enable them to meet the needs they are designed to satisfy.

2. Where it would not be practicable to establish a special system of supervision of social legislation in agriculture, steps should be taken, within the framework of the existing machinery, to train a sufficient number of officials to specialise in this type of work.

3. Where the principles contained in the two preceding paragraphs cannot yet be implemented, the work of the existing service of supervision should at least be extended to cover the particular sectors of agriculture.

4. Should it not yet be practicable to establish an effective system of supervision because of special difficulties arising out of the large areas to be covered, the sparseness of population and dispersion of undertakings, etc., it would at least be desirable, as an interim measure, to take the necessary steps to create services located in convenient places and accessible to the greatest number of persons concerned, which would be capable of guiding and assisting them in the implementation of social legislation.

5. The supervision services should—

(a) ensure that social legislation in agriculture is enforced, particularly those provisions having to do with conditions of work and related matters;

(b) supervise the application of provisions relating to certain classes of semi-independent agricultural workers if the law so provides;

(c) bring to the notice of the competent authority difficulties encountered in the course of supervision and, in particular those arising out of legislative deficiencies and gaps, and make proposals for improving the legislation; and

(d) in general advise the parties concerned and help them to understand and comply with the relevant legislative provisions.

6. So far as is compatible with existing administrative practice, the services entrusted with the supervision of social legislation in agriculture should be placed under the control of the appropriate central authority or authorities, to which periodic reports on their work should be submitted. These reports should serve as a basis for official publications setting out the results of inspection.

7. Inspectors entrusted with the enforcement of social legislation in agriculture should be properly trained and, in particular, should possess some knowledge of the economic, technical and social aspects of agriculture and be familiar with working and living conditions in agriculture. They should be recruited solely on the basis of their qualifications for the job and should, in particular, be capable of winning the confidence of farm people.

8. The staff of the supervision services should be composed of persons public servants whose status and conditions of service are such that they are assured of the necessary security and stability in their employment and are independent of political changes or external influences.

9. Inspectors of the supervision services provided with proprietary undertakings should be entitled—

(a) to enter agricultural undertakings freely and without previous notice for the purpose of carrying out examinations, checks or inquiries and thereby satisfy themselves that the provisions of social legislation are being observed, as regards both standards relating to accommodation, food, hygiene and safety, hours of work, wages, the employment of children, young persons and women, etc., and, where applicable, social security;

(b) to issue or cause to be issued orders requiring immediate measures in the event of imminent danger to the health or safety of the workers; and

(c) to exercise functions of conciliation where no special bodies are set up for this purpose.

10. Inspectors should have the power to give advice and warning and, where necessary, to take all lawful steps with a view to the imposition of the penalties prescribed by law for any breach of legislation;

11. The services entrusted with the supervision of social legislation in agriculture should collaborate with other authorities and bodies and, in particular, with the other government services concerned, school authorities, social welfare officers, health inspectors, judicial authorities, etc., as well as with occupational organisations.

12. Agricultural workers should be enabled to collaborate with the inspectors of the supervision service for ensuring the proper enforcement of all applicable provisions, whether directly or indirectly applicable to them, either through their trade unions, where they exist, or, where such a system prevails, through their representatives in agricultural undertakings.

13. Subject to such exceptions as may be made by national legislation, inspectors of the supervision services should—

(a) be prohibited from having any direct or indirect interest in the undertakings under their supervision;

(b) treat as absolutely confidential the source of any complaint bringing to their notice a defect in installations or breach of legal provisions and should give no intimation to the employer or his representative that a visit of inspection was made in consequence of the receipt of such a complaint; and

(c) make known to the parties concerned in each individual case the results of the inspection.

14. The services entrusted with the supervision of social legislation in agriculture should be notified of all occupational accidents and diseases covered by legislation.

15. Agricultural undertakings subject to supervision should, wherever possible, be visited as often as is necessary to ensure the effective application of the relevant legislative provisions.

16. Agricultural workers and employers and their representatives should be afforded every facility for communicating freely with the inspectors and with the inspection service.

17. Inspectors should be provided with offices, suitably equipped in accordance with the requirements of the service and accessible to all persons concerned. In order to be able to carry out their functions with the greatest possible despatch, they should be supplied at all times with individual means of transport in cases where suitable and adequate public facilities do not exist.

18. Penalties should be provided for violation of legislative provisions and for obstructing in the performance of their duties inspectors of the services entrusted with the supervision of social legislation in agriculture.

19. The gradual creation of inspection services in agriculture should be accompanied, particularly in developing countries, by educational programmes to inform the parties concerned through all appropriate means, and especially by making available in languages which they understand, written texts of legislation and collective agreements in force, in order to make them aware of their respective rights and obligations and of the need for the effective enforcement of the regulations.

Conclusions on the Contribution of the I.L.O. to the Raising of Incomes and Living Conditions in Rural Communities, with Particular Reference to Countries in Process of Development

The Permanent Agricultural Committee of the International Labour Organisation.

Having noted with satisfaction that the International Labour Conference at its 44th (1960) Session unanimously adopted the resolution concerning the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development, which recommends a considerable expansion of the activities of the I.L.O. in the rural sector;

Stresses the importance of rural problems, particularly in countries in process of development whose membership in the I.L.O. is constantly increasing, and the urgency of taking all possible steps to promote an improvement in conditions and to increase incomes in rural areas so as to diminish the gap between incomes in rural and urban areas;

Is convinced that there is great scope for intensified efforts on the part of the I.L.O. to assist and advise countries in their various activities leading towards such improvements;
Stresses that measures designed to improve living conditions in the rural sector should be based on an integrated approach to rural development and should aim at a balanced development of the activities of the rural community with special regard to the social and human factors and to the programme for rural development.

Notes that the Conference resolution stresses that in all programmes for rural development particular importance should be attached to social and human factors and to the effective participation of the community as a whole, which is essentially based on the fact that the community indivisibly has a particular responsibility to provide information, advice and assistance to governments and organisations engaged in rural development programmes in regard to the social and human factors.

Considers that, while there is almost an unlimited range of measures and activities that should be undertaken to improve living conditions in the rural sector, while there is at the same time great variety of conditions in different countries and areas these conditions may be divided into those fields in which there is the greatest need and on those activities which may have the greatest and most rapid impact on the economies of the countries concerned.

Stresses the importance of paying particular attention to institutional factors and needed adjustments in rural areas in the different countries.

Recalls the various activities upon which the I.L.O. has been engaged in the past and which have a bearing on rural problems, especially the subjects already examined by the Conference since the recommendations and resolutions already adopted.

Has examined the report prepared by the International Labour Office on \( \ldots \) conditions in rural communities, with particular reference to countries in process of development, and has noted that the Committee has been requested to examine the general conclusions concerning future I.L.O. activities in the rural sector as laid down in the resolution adopted by the International Labour Conference at its 44th Session in June 1960, with a view to translating them into a practical programme of work.

1. The contribution which the I.L.O., because of its many years of experience in promoting social progress, can make to rural development stems from its special responsibility to ensure that workers in the rural sector (not only hired workers but all those who make their living directly from the land and from rural occupations) benefit in an equitable manner from economic and social progress, that there is a balance in development and employment between the different sectors of the economy, and that as regards rural occupations particularly there is a stable, skilled and productive labour force sufficient to meet the needs of production, workers not required in the rural sector being trained for and channelled into other occupations in an orderly manner.

2. The resources which the I.L.O. at present devotes to the rural sector are not sufficient to enable it to meet the challenges of developing countries, and it is essential to find ways and means of allocating additional resources in staff and funds to this important task in line with paragraph 9 of the resolution adopted by the International Labour Conference at its 44th Session in 1960 and the report of the Committee which submitted the recommendations to the Conference. Additional resources should be used not only to accelerate the effective contribution toward the solution of the problems involved and enable the I.L.O., while continuing its present work, to intensify and expand the project activities in the field of rural development which are of the greatest utility to countries in process of development.

3. For this additional programme to have the maximum effect it should be concentrated on a few major fields and should be drawn up in collaboration with governments, in order to enable the I.L.O. to implement their own activities aimed at promoting economic and social progress in rural areas. Without considerable expansion of the latter, and without the participation of rural communities, the I.L.O. programme, however large its size, can be really effective.

4. The particular activities to be promoted need to vary as regards both emphasis and approach to take account of the great variation in physical, economic, social, demographic and cultural conditions between different countries and regions. With this reservation the fields listed in paragraphs 8 to 41 below are those on which it would be desirable to place major emphasis.

5. In carrying out this programme major attention should be devoted to research and operational activities, which are closely interrelated.

6. As concerns research, the undertaking of studies and the collection and dissemination of information about the rural population are an essential preliminary to planning for rural development, to implementing action programmes, to scientific and technical assistance to governments and organisations engaged in rural development programmes in regard to the social and human factors.

7. In respect of operational activities a particular effort is required to make the actual and potential contribution of the I.L.O. as regards rural questions better known to the various governmental departments and services concerned with rural development and to the other international agencies concerned.

Rural Employment Problems.

8. Major attention needs to be devoted to the promotion of fuller and more efficient use of agricultural and non-agricultural employment opportunities, as a basis for over-all programmes of economic development. A variety of projects are called for. Studies of the experience of different countries will serve as a useful guide for project activities. A fuller utilisation of income-generating power in agriculture, in related occupations such as processing of agricultural produce, and in non-agricultural employment, would be desirable. For ways and means of overcoming difficulties; for measures to be applied to foster new activities, etc.

9. At the national level detailed investigations will be required in order to identify the nature and extent of unemployment and underemployment in rural areas, to serve as a basis for action programmes, to determine the needs and the possibilities for the creation of additional rural employment opportunities, and to decide on the measures, including vocational training, required to ensure the necessary supply of labour for such activities.

10. Action programmes might well start with the setting-up of pilot projects for the formulation and implementation of plans for promoting the fuller utilisation of labour in various fields. The undertaking of research works by national and international organisations, in concert with the I.L.O. The undertaking of these new research activities in no way decreases the importance of maintaining the general research activities of the I.L.O. into problems in rural areas, and the preparation and publication of studies, articles, bibliographies, glossaries, practical manuals and monographs on different subjects should be continued and expanded to the extent that resources permit.
11. It will also be necessary to devise suitable employment service facilities in rural areas and to assist governments in establishing them so as to direct in particular the special movements of agricultural workers and the movements of workers between rural and urban areas in accordance with employment opportunities.

12. Particular attention should be paid to land settlement as a source of employment, especially in newly opened agricultural areas.

13. In research high priority should be given to studies of the geographical and occupational movements of labour between different rural areas and between rural and urban areas and to the causes and motives of such movements, and measures to be taken to promote desirable movements out of agriculture and to eliminate undesirable movements. The studies should be related to the serious social problems caused by landlessness, under-employment, and unemployment, which are manifest in many countries. Other studies should examine the effect of agrarian reform on employment, the actual effects of structural and technological change in rural areas and the implication of such changes in the rural sector for employment in the urban sector and vice versa.

14. Study groups and similar technical meetings should be organised for the practical exchange of regional and interregional experience of the various aspects of rural employment problems.

Vocational Guidance and Training.

15. In any programme of rural development, major attention should be devoted to vocational guidance and training so that the level of skill in agriculture and in other rural occupations may be improved, the level of productivity increased and surplus agricultural workers channelled into non-agricultural employment and training for this purpose. I.L.O. activities should concentrate on the organisation of comprehensive and well-balanced programmes of vocational training in rural areas to meet the assessed needs of the country or region for skilled workers in agriculture, forestry and fishing, rural services and institutions, and non-agricultural activities, accounting being taken of the cost of the different activities, plans for economic development and the availability of employment in urban areas. A general framework of these activities may be found in the statement of principle concerning the objectives and scope of vocational training in agriculture and the methods of training to be developed contained in the Vocational Training (Agriculture) Recommendation (No. 102) adopted by the International Labour Conference at its 39th Session in 1956. The determination of the specific facilities to be established should be based on a careful and frequent assessment of needs in the different sectors and fields.

16. Additional resources should be devoted to the organisation of international and regional training facilities for personnel engaged in rural development and training facilities in rural areas and coming from countries with common problems. These should include, in particular, the expansion of the organisation of international courses for higher personnel engaged in vocational training in agriculture, forestry and fishing, similar to those which have already been organised.

17. At the regional level, training centres and courses of the type so far successfully introduced in Europe in the field of forestry (and whose extension to other areas has so far been restricted by limited resources) should be organised, intersessional) and demonstration courses in vocational training in agriculture and forestry. The establishment of regional institutes and, where appropriate, demonstration centres for specific fields of training, supplied with appropriate equipment, should be envisaged for the training of nationals of countries having common problems.

18. At the national level, activities should concentrate on assisting governments in the establishment of the various types of vocational training facilities in agriculture and forestry as determined by the needs of the rural areas and the establishment of research and demonstration centres and institutes for the training of the necessary personnel. In view of the increased use of mechanical equipment in agriculture and forestry, I.L.O. activities should include assistance in the establishment of facilities for the training of workers concerned with the repair, maintenance and operation of agricultural and forestry machinery.

19. Centres should be established for the training of rural instructors and other workers concerned with encouraging the participation of the rural population in programmes of rural development.

20. In these various activities, the responsibility for which may not be sharply demarcated, there should be continuous collaboration and co-ordination of work between the various international organisations concerned, and, in view of the immense needs to be met in all parts of the world, there should be full scope for joint activities.

21. To supplement the above activities there is an urgent need for the publication of information describing new and particularly successful methods of vocational training in rural areas.

Living and Working Conditions of Rural Workers.

22. There is a growing need for investigations of incomes, wages and levels of living of various categories of rural workers, including sharecroppers and similar categories of landless workers. Studies should also examine differences in wages and incomes between agricultural and other occupations, and the necessary protective measures. The early convocation of a meeting of experts on safety and health in agriculture should be envisaged to examine the possibility of preparing a draft code of practice and to advise the Office on its future work in this field.

Institutional Adjustments and New Approaches to Rural Development.

23. The success of rural development programmes will depend in a large measure on the manner in which and the extent to which prevailing institutional and organisational arrangements are adapted to the needs of social and economic progress and, in certain cases, on the introduction of new approaches to rural development. Here the I.L.O. has a particularly important role to play.

24. To deal with the special problems concerning living and working conditions, there is particular need for activities related to institutional arrangements, occupational health and safety and the necessary protective measures. The early convocation of a meeting of experts on safety and health in agriculture should be envisaged to examine the possibility of preparing a draft code of practice and to advise the Office on its future work in this field.

25. The I.L.O. should continue to contribute to the concerted international action programme in the field of agrarian reform and expand its own activities in this field. The latter should include in particular studies of the impact of agrarian reform on employment, labour productivity and living conditions in rural areas; further studies of conditions of tenancy, sharecropping and similar categories of agricultural workers in the Middle East and Africa and of non-agricultural employment and living conditions in rural areas; the assistance governments in undertaking pre-planning studies to rural development itself, and in certain cases, on the introduction of new approaches to rural development. Here the I.L.O. has a particularly important role to play.

26. The I.L.O. should continue to collaborate with the United Nations, the F.A.O. and other interested international agencies in the study of the institutional changes necessary in the organisation of marketing, processing of agricultural produce and credit, so as to obtain maximum benefits for agricultural workers by improving the employment situation, raising incomes and creating incentives.

27. The introduction of new approaches to rural development offers a wide field of activity. Of particular relevance is the participation of local communities in development
projects in conjunction with the provision of technical services by the government. The I.L.O. should expand its contribution to the concerted international action programme in this field through more effective participation in advisory missions, study tours, meetings, etc. Equally important is the study of various ways of organising production in rural areas, especially in relation to the problem of uneconomic holdings, by way of making case studies of various experiences and ascertaining the possibility of applying similar approaches in other countries.

29. Studies should be made of the role of occupational organisations in rural areas, of the reasons for their slow growth in countries in the process of development, and of ways and means of encouraging the development of these organisations and their active participation in promoting rural progress.

Co-operative Organisations.

30. Co-operative organisations of various types have an important role to play in rural development, but much remains to be done to determine this role and to assist in the development of suitable forms of co-operative activity in rural areas. In both these fields the I.L.O. has a significant contribution to make. Assistance should be given in deciding what types of co-operative societies and fields for co-operative action are most suitable for rural areas; planning co-operative development and organising co-operative societies—including federations of co-operatives—and the governmental services required to assist co-operative activities; and creating an appropriate legal framework for their operation. Practical manuals on various aspects of the operation of co-operative societies should be prepared.

31. The efficacy of the co-operative movement depends in large measure on the development of the co-operative spirit and on the availability at various levels of trained co-operative personnel and of government officials competent to deal with co-operative matters. Equally important is the education of the rank-and-file members in the principles and practices of co-operation. The I.L.O. should give high priority to assisting countries in training and educational programmes of various types in the field of co-operation. Much can be gained from the interchange of experience in co-operative developments through the organisation of regional technical meetings and seminars.

32. Among important topics for research are studies of promising new methods and forms of co-operative action in rural areas; the role and functions of federations of co-operatives; interco-operative relations, especially as between rural and urban co-operative societies, and co-operative relations at the international level.

Small-Scale Industries.

33. A particular aspect of rural development which is directly related to a number of the activities listed above, and especially the creation of additional employment opportunities, is the promotion of various types of small-scale industries, including rural processing industries. I.L.O. activities should be of an essentially practical nature to help in the planning and implementation of development programmes for such industries and in improving their operations.

34. Particularly useful areas for research and studies which would enable countries to draw up sound policies for the development of small-scale industries and undertake effective action programmes would be in fields relating to their economic viability, employment potential, productivity and organisational structure. Other fields for study include ways and means of promoting and assisting such industries, making them more efficient and improving their labour conditions. Technical assistance should be given in the planning and establishment of viable small-scale industries, involving surveys of available resources—including finance—and of actual and potential markets for the products, and the setting up of pilot projects and larger development projects.

35. Both existing and potential industries offer great scope for training skilled personnel for producers and managers, as well as for personnel of government departments. Training activities should include the preparation of practical manuals.

36. The organisation of technical meetings at the regional level for the exchange of experience among different countries should also be envisaged.

Indigenous and Tribal Populations.

37. While the problems of integration of indigenous and tribal and semi-tribal populations largely overlap those of social and economic development in general, they have, at the same time, features which require special consideration in conformity with the standards already established by the International Labour Conference. High priority should be given to studies of problems arising out of the transition from tribal to modern forms of economic and social organisation and of the sedentarisation of nomadic and semi-nomadic tribes, so as to pave the way for activities of a more practical nature to assist governments in, carrying out programmes of economic and social integration and development in rural areas. In the process of transition due consideration should be given to traditional institutions of mutual aid and service in indigenous and tribal communities and their adaption to modern forms of co-operative organisation. Special attention should also be given to the training of national personnel dealing with these problems and of rural promoters coming from indigenous and tribal communities.

38. While international action in this field has so far been largely concentrated in Latin America, similar efforts should be undertaken for the benefit of tribal populations in other parts of the world. The panel of external consultants which was established by the Governing Body to deal with these problems should be convened as soon as possible.

Conferences, Meetings, Etc.

39. At the same time that research and operational activities are expanded, rural questions should continue to be brought to the attention of the various organs of the I.L.O. for the exchange of views, the clarifying of issues and the focusing of international public opinion on major problems and developments, and for setting international standards as appropriate.

40. Rural questions should be placed at regular intervals on the agenda of regional conferences, most of the countries in the regions for which such conferences are organised being largely agricultural and most of the labour force being engaged in agricultural occupations.

41. Provision should be made in the budget of the I.L.O. for the convocation at appropriate intervals of the various technical committees primarily concerned with rural questions, especially the Permanent Agricultural Committee, the Committee on Work on Plantations, and the Panel of External Consultants on Indigenous and Tribal Populations.

APPENDIX IV

1. In accordance with the decisions taken by the Governing Body at its 143rd, 144th and 145th Sessions (November 1959 and March and May 1960), the Inter-American Study Conference on Labour-Management Relations was held at Montevideo from 3 to 12 November 1960 at the invitation of the Uruguayan Government. The meeting was attended by 80 participants and observers.

2. The Study Conference examined the following questions which had been placed on its agenda by the Governing Body:
   I. The parts played by legislation and collective bargaining in determining working conditions and settling labour disputes.
   II. Dismissal and lay-off procedures and job security.
   III. Measures which can be taken within undertakings to promote good relations between management and staff.
   IV. The contribution of universities and research and training institutions to the improvement of labour-management relations.

Nature of the Report

3. In determining the agenda of the Study Conference the Governing Body had taken note of the fact that the Conference "would be mainly an exchange of views and of experiences" and that it "would not adopt any formal conclusions—in the form of resolutions, for instance—but would sum up its discussions and the various opinions expressed in a final report". In this regard it was stressed in paragraph 18 of the appended instance—but would sum up its discussions and the questions which had been placed on its agenda by the observers.

Evaluation of the Meeting

4. As the Study Conference was a new type of meeting for the I.L.O., the participants were invited at the end of the discussions to make a brief evaluation of the meeting. The principal observations and suggestions put forward to which it seems necessary to draw the attention of the Governing Body are to be found in paragraphs 86 to 88 of the report.

5. The participants emphasised that the work of the Study Conference had been greatly facilitated by the excellent organisation of the meeting by the Uruguayan authorities.

6. As regards the actual work of the Study Conference, the report especially mentions that "the exchange of views had been of immense value. The utility of the seminar approach, where participants speak freely in an individual capacity without being inhibited by having to vote upon precise conclusions, was particularly stressed. The importance of the personal contacts and direct exchange of experiences between the various participants, many of whom had brought material information upon practices followed in their countries, could not be overemphasised." The report also states that "a great number of participants ... voiced the hope that other meetings of this type, perhaps on a regular basis, will be held in the future".

7. In addition, because of the great wealth of information furnished by the participants during the debates, they requested that a summary of the statements made in the course of the Study Conference be prepared by the I.L.O. in consultation with the various persons who had participated in the discussions, and that this summary should be widely distributed. As the discussions had been followed by a considerable number of the public and had been widely publicised in the local press, the publication of such a summary by the I.L.O. would not appear to give rise to any objection, particularly as the participants would have an opportunity of seeing the summary of their remarks as established by the Office before publication. The competent services of the Office are at present proceeding with the preparation of the summary.

8. As regards the volume and nature of participation in the Study Conference, the report noted firstly that the absence of certain countries was particularly regrettable, and secondly that the comparatively small number of participants from workers' circles might have given rise to a certain lack of balance in the points of view expressed in the discussions. It was suggested that in future study conferences of this type worker participation might be subsidised, perhaps in the form of fellowships.

9. The Governing Body is invited—
   (a) to request the Director-General to express its thanks to the Uruguayan authorities for the excellent organisation of the Study Conference;
   (b) to authorise the Director-General to give wide distribution among interested circles to the report of the Study Conference, to the summary of statements and to the documents prepared for the Conference;
   (c) to request the Director-General to take the experience of the Study Conference into account in the development of the I.L.O. programme of action in labour-management relations.

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APPENDIX V

Fifth Item on the Agenda: Report of the Asian Advisory Committee on Its Tenth Session

1. The Tenth Session of the Asian Advisory Committee was held from 21 to 26 November 1960. As will be seen from the report of the Committee reproduced below, it was a particularly successful session, in the course of which the various items on the agenda were fully discussed.

Progress Report on the Effect Given to Recommendations Made by the Asian Advisory Committee at Its Previous Sessions

2. The Committee reiterated its recommendation to the Governing Body, made at the previous session, that its meetings should be held by rotation in the countries of the area of the Asian Regional Conference, unless exceptional circumstances should arise, and at least twice every three sessions. The Committee expressed the wish that the cost of these meetings should be borne by the Office budget with no charges to host countries save those of placing the necessary premises and other amenities at the disposal of the Committee (paragraph 13 of the report). It will be recalled that when the recommendation made on this question at the Ninth Session was considered by the Financial and Administrative Committee in connection with the 145th Session of the Governing Body (May 1960), this latter Committee suggested that no change should be proposed in the budgetary provision for the Asian Advisory Committee in 1961, but that the information about the estimate* of the cost should be taken into account in connection with any further consideration of this matter by the Governing Body. The Governing Body approved this suggestion. At its Ninth Session the Asian Advisory Committee further requested that no session of the Committee should be convened in any year in which a meeting of the Asian Regional Conference was held. It is hoped that the Conference will be able to meet in 1962. Accordingly, it is suggested that, if the Governing Body so desires, the question of holding a session of the Asian Advisory Committee in one of the countries of the Asian region may be considered at the session of the Governing Body to be held in the spring of 1962, in connection with the budget estimates for 1963.

Review of Developments under the I.L.O. Technical Assistance Programme in Asia

3. There was a searching and fairly complete examination of the technical assistance programme of the Organisation in Asian countries. It appeared from the discussion that not all members of the Asian Advisory Committee were familiar with the scope of this programme, its formulation or the manner of its administration. Having regard to the interest manifested by members of the Committee in this matter and with a view to furnishing it with full information, the Director-General has taken steps to ensure that Office notes submitted to the Committee on Operational Programmes and the reports of that Committee are in future distributed regularly to such members of the Asian Advisory Committee as are not members of the Committee on Operational Programmes and do not receive these documents.

4. The Director-General has taken note of the desire of the Asian Advisory Committee that all practicable steps should be taken to make sure that the Asian region secures as full a share as possible of the resources of the Organisation in respect of technical assistance.

Other Items on the Agenda

5. The many useful comments made by members of the Committee on the implementation of the resolutions adopted by the International Labour Conference at its 44th (1960) Session concerning the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development, on the special problem of unemployment among educated youth, on the trade union situation in Asian countries, on the application in Asian countries of international labour standards, and on the programmes designed to enhance productivity in Asian countries, were duly noted. These comments will be fully taken into account in the preparation of Office documents for meetings of experts and in the other technical work of the Office.

Other Questions

6. The Committee was informed of the invitation of the Government of Australia to hold the next session of the Asian Regional Conference in that country. The Committee welcomed this invitation and expressed the hope that it might be possible for the Governing Body to accept it.

7. At the instance of its Workers' members, the Asian Advisory Committee also gave some attention to the possibility of holding another Asian Maritime Conference at an early date, and expressed the hope that it might be possible for the Governing Body to consider this matter as soon as possible. The Director-General has noted this desire and will make a suitable proposal to the Governing Body at an appropriate time.

Agenda of the Next Session of the Asian Advisory Committee

8. The Committee has recommended that the following ten items be placed on the agenda of its next session:

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

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

III. Incentive schemes.

(There was a brief discussion on the scope of this item, at the end of which it was agreed that it should be confined to incentive schemes in industry, i.e. schemes designed to increase productivity and enhance the productivity of industrial workers.)

IV. Special I.L.O. long-term programme for raising incomes and living conditions in rural communities in Asia.

V. Problems of youth on the threshold of employment.

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*See annex, pp. 76-88.

*The estimate of the total cost for a meeting if held in India was £5,870, and if held in Australia $47,100.
VI. Trade union practices.

(These are exchange of views, it was agreed that under this item the practices of employers as well as workers' organisations would be covered.)

VII. Modernisation and revitalisation of small-scale and rural industries.

VIII. Application of international labour standards to Asia, with particular reference to the Plantations Convention, 1958 (No. 110).

IX. Vocational training in Asian countries.

X. Promotion of rural employment in Asia.

Numerous as the items on this agenda may seem, it was understood that the Office notes to be prepared on them would be short, taking into account the content of the discussions on these items which have taken place at the Tenth or other recent sessions of the Committee, as well as the current work of the Office in respect of the preparation of documents for various meetings.

9. The Governing Body is requested to approve the agenda for the 11th Session of the Asian Advisory Committee as proposed in paragraph 8 above.

ANNEX

Text of the Report of the Asian Advisory Committee

(Tenth Session, Geneva, 21 to 26 November 1960)

1. The Tenth Session of the Asian Advisory Committee was held in Geneva from 21 to 26 November 1960. The session was attended by eight Government members (Australia, Ceylon, China, France, India, Japan, Pakistan and the U.S.S.R.), four Employers' members (Mr. Ismail, Mr. M. Shirish, Mr. Col. Perera and Mr. Tata) and four Workers' members (Mr. Ahmad, Mr. Ambekar, Mr. Hernandez and Mr. Monk). Representatives from the United Nations and from the International Organisation of Employers also attended the meeting as observers.

1. The Committee elected Mr. Hamid Ali (Government member, Pakistan) as Chairman and Lt.-Col. Perera (Employers' member, Malaya) and Mr. Ambekar (Workers' member, India) as Vice-Chairmen.

3. The agenda of the session, as fixed by the Governing Body, consisted of the following items:

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 educated youth in Asia.

V. The 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.

Reports prepared by the Office on each of these items were submitted to the Committee for discussion. Summaries of these discussions and of the conclusions reached by the Committee are given below.

4. The Committee held 11 sessions.

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

Value of the Progress Report.

5. The members of the Committee were unanimously agreed as to the value of placing the progress report as a regular item on the agenda, as it gave the Committee an opportunity of reviewing not only action taken on its previous recommendations but also, through a general discussion on the report, of focusing attention on the most urgent and important problems facing the Asian region and needing the attention of the Governing Body. The Committee felt that a general exchange of views on these problems could provide useful guidance in choosing the items to be placed on the agenda of its future sessions.

6. The members of the Committee expressed satisfaction that the Governing Body had accepted its recommendation that the duration of the Committee's sessions should be extended from two days allowed in the past, as agreed at the Committee's Ninth Session, to at least six days. The present session would accordingly last six days. The longer period would enable the Committee to give closer attention to the items on its agenda and to the many serious problems facing the Asian region.

7. The members of the Committee unanimously regretted, however, that the Governing Body had not made sufficient financial provision to permit the fulfilment of the Committee's desire to meet on Asian soil. The Indian Employers' member considered that the Committee should be treated on a par with the African Advisory Committee. He saw no reason why it should always be convened in Geneva as an appendage of the Governing Body. The Australian Government member wondered if the Committee's feelings on the subject of meeting on Asian soil had been placed sufficiently forcefully before the Governing Body. This time the Committee should make a clear and firm recommendation requiring a decision from the Governing Body. The Committee was an independent body appointed by the Conference, and if it met on Asian soil its recommendations would carry great weight, besides being a means of conveying to the Asian peoples information on I.L.O. activities in respect of Asia. As regards costs, he pointed out that the cost of all the ten sessions of the Asian Advisory Committee held to date, as well as the budget provision for the Committee's 11th Session, added up to only 90 per cent. of the cost of a single session of the African Advisory Committee, the total cost of which was borne by the I.L.O. In asking to be convened in Asia, the Committee should make it clear that the entire cost of such meetings should be charged to the I.L.O. budget and that there should be no financial burden on the host country.

8. The Indian Government member drew attention to the character of the Asian Advisory Committee. The Committee was not made up of Governing Body members alone. The Governing Body already had the advice of such members. The idea was to have a wider membership so that other representatives should have the opportunity of making their contribution also. It would also be very useful if the Workers' and Employers' members were able to have technical advisers with them. The Japanese Employers' member pointed out that the reason why the Committee was composed of Governing Body members alone was that it had come to be regarded as a sub-committee of the Governing Body. A change in its character might, of course, be suggested. It might have a status similar to that of an Industrial Committee held in conjunction with Governing Body sessions, but attended by a Governing Body delegation. The Malayan Employers' member considered that even more urgent than the presence of advisers was measures to enable the deputy members of the Committee to attend. At present they could attend only if a titular member were absent. He asked that the possibility of attendance of the two Employers' and two Workers' deputy members be given urgent priority.

General Observations.

9. The Indian Employers' member said that the report, which was competently drafted, gave the Committee an opportunity to make some general observations on a number of difficult problems in Asia. The biggest single problem in Asia was the population problem. At the rate at which the population was increasing, it would be wrong for the I.L.O. or any other organisation to give the impression that better standards of living could be achieved in Asia in the immediate future. As a matter of fact, standards of living were falling. Inflation was the next big problem. Massive investment on development plans brought about a rise in prices. Industrialisation did not necessarily lead to a fall in prices. Heavy initial cost of investment and equipment and high interest rates on capital led to prices of manufactured goods being higher in Asia than in the industrially advanced countries. The third big problem was accordingly how to get the maximum out of existing or imported capital equipment. In India many expensive plants were working only one shift. A study of the problem of fuller utilisation of installed capacity...
would be most useful. A fourth question was whether Asia could afford to emphasise industrial development at the expense of rural development. A balanced policy was necessary, with greater attention to small-scale and handicraft industries. Two industries were complementary to large-scale industries rather than in competition with them, which would be undesirable. Small-scale industries could produce spare parts and accessories for large-scale industries more cheaply than the latter, where wages are high. Giving examples of the mechanisation of small-scale industries, he maintained that a small cannery plant could provide a steady income to a family who benefit from his crop and avoid resorting to middlemen. The general discussion on the progress report might produce useful suggestions rather than hackneyed views on set subjects.

10. The Pakistan Employers' member said that considerable industrial development had taken place in certain parts of the region, but it was accompanied by urbanisation and expansion of commerce. But there had been no significant impact on general standards of living, and in some cases inequalities of income and wealth had actually increased. The worker in the industrial sector was both a producer and a consumer, and these two interests might not coincide. The impact of land reform and the building-up of an institutional framework adequate to the needs and aspirations of the people were among the problems deserving attention. The Malayan Employers' member agreed with his Indian colleague that industrialisation was not the only solution. He pointed to the high cost of providing industrial equipment and foreign aid and not enough to employment programmes. He urged that technical assistance programmes should be retained as a standing item on the Committee's agenda during its future sessions.

11. The Australian Workers' member considered that the discussion on the progress report gave a useful opportunity to countries to state their immediate and long-term problems and review developments since the last session.

Conclusions.

12. The Asian Advisory Committee stressed the value of the progress report as an agenda item, as it provided a convenient starting-point for a review and general discussion of all developments in the Asian region which were of interest to the Committee; in addition, it helped to identify problems needing early attention. The exchange of views facilitated the work of the Committee in formulating proposals for the agenda of its future sessions. It was accordingly recommended that the progress report be retained as a standing item on the Committee's agenda during its future sessions.

13. The Committee unanimously reaffirmed the recommendation it had made at its Ninth Session (March 1959) that its meetings should be held by rotation in the countries of the area of the Asian Regional Conference unless extraordinary circumstances made it desirable otherwise, and at least one time in every three sessions. It expressed its conviction that the effectiveness of its work would be greatly enhanced if all its future sessions were held in Asia. It voiced its disappointment at the fact that the Governing Body had not given effect to this recommendation in convening the Tenth Session and in making financial provision for the 11th Session. The Committee understood that when such meetings are held in the Asian region, the practice would be continued of defraying the cost of the meetings from the budget of the I.L.O.

14. The Committee also reiterated the recommendation made at its Ninth Session to envisage "attendance, on an ad hoc basis, of one or two experts who would be designated by each of the Workers' and Employers' groups of the Asian Advisory Committee if, in its opinion, such attendance was warranted by the technical nature of the items under consideration on the agenda.

15. Several members of the Committee stressed that the technical assistance needs of the various countries in the region were constantly growing and urgent. According to the Indian Government member these needs had in fact increased rather than decreased, in view of the various technical assistance programmes which had been launched. This situation was due particularly to population pressure, but it was also the inevitable consequence of the launching of various accelerated economic development plans which created new needs of all kinds. The New Republic member of the Expanded Programme of Technical Assistance and the regular programme of the I.L.O. would have to be found to satisfy them. The Ceylonese and Japanese Government members were of the opinion that it would be necessary to review the scale of technical assistance to Africa, while highly commendable, should not be accompanied by a reduction in the resources available for projects in Asia. The Pakistan Workers' member reiterated his view in regard to the fact that while the majority of existing projects in Asian countries had continued to be implemented, no new projects had been undertaken on a large scale in factories at low cost, whereas the Special Fund was, therefore, an unsatisfactory explanation of the situation. In supporting the views expressed in this regard by the other members of the Committee, the Australian Employers' member proposed particularly qualified to call the attention of the competent organs of the I.L.O. and the United Nations to the need for increasing the technical assistance resources earmarked for Asian countries, so that the most urgent needs of these countries might be met.

16. Several members voiced their views regarding the general policy to be followed in implementing technical assistance programmes. According to the Indian Workers' member, the I.L.O. had a special responsibility in seeing that the governments of countries gave due weight to the social consequences of technological and economic progress in general and of industrialisation in particular. The economic instability and social tensions which sometimes arose were a serious danger to the progress of democracy, which was at the very basis of all I.L.O. action. He urged that technical assistance experts seek to adapt and develop local techniques and improve the equipment of businesses in the region, in order to be in harmony with the national resources. Recourse to imported equipment should be had only in exceptional cases. The Indian Government and Employers' members underlined the need for more systematic use of experts from within the Asian region, as in most cases the problems facing these countries were very similar and called for solutions which were peculiar to the region. The Indian Employers' member also proposed that Asian experts who had been trained in the course of the implementation of a particular project should be utilised in the execution of similar projects in their neighbouring countries. He mentioned small-scale industries and handicrafts, which through modernisation and mechanisation could make a most significant contribution to the development of these countries.

Considering the very limited capital resources of these countries, better results could often be achieved by these methods than by exclusive concentration on the development of large-scale industries. The widest possible technical cooperation and exchange of experience should be at the basis of all technical assistance policy. The Chinese Government member urged that an extension of the Special Fund should be made to cover all the developing countries in the Asian region. He also pointed out that it would be most useful to have an over-all review of all the technical assistance projects which have been carried out in Asia so far.

17. The U.S.S.R. Government member suggested that in implementing technical assistance programmes advantage be taken of the experience in economic and cultural development of countries having different social systems. While not sharing fully the opinion of the Indian Employers' member, he was in agreement with regard to the importance of small-scale local industries to the general development of a country and to the possibility of useful collaboration between small-scale local industries and large-scale industries. In the economy of the Soviet Union an example. Soviet experience, whether in the matter of developing industrial and agricultural production or in that of vocational training and the development of small-scale industries, could be applied to Asian countries. In the Soviet Union a vast network of vocational and technical training schools had been set up, and large-scale projects were undertaken on a large scale in factories at low cost, a method which might be of interest in Asia. He called
attention, in this regard, to the question of recruitment of experts from Socialist countries. Many members of the Committee underlined the vital importance of general and technical training of workers in Asia. The Pakistan Workers' member pointed out that the percentage of technical personnel trained for this purpose had fallen over the past few years. As regards workers' education, he noted that the primary responsibility should lie with the training in technical institutes where funds were supplied by the governments or other sources. The Ceylon Government member pointed out that this principle underlay the workers' education projects which had been approved for the I.L.O. for Asia. Projects to raise productivity and train supervisors were also referred to by some members of the Committee.

18. A number of suggestions were put forward with regard to the methods and techniques to be applied within the framework of technical assistance programmes. The need for coping with and solving problems was generally emphasised. While the two-year programming which was now being introduced was a step in the right direction, what was really required was planning over five or seven years, if possible. In any case, it was essential that funds should not lie unused because of delay in preparing technical assistance projects. Administrative and budgetary procedures should be improved. In this regard a number of members stressed the need for the establishment of a standing list of experts ready to take up assignments at very short notice in case of need. The Pakistan Employers' member suggested the preparation of a "directory" of the different training facilities available in the various parts of the Asian region with a view to facilitating the co-ordination of technical assistance in the field of training.

19. The Indian Government member asked that resource should be had to interpreters to overcome language difficulties. Furthermore, in some cases the governing officials or experts in the particular regions or certain experts would be systematically ruled out. Such an eventuality could be extremely prejudicial in certain cases.

20. In general, members of the Committee expressed satisfaction that funds had been able to examine technical assistance activities on the basis of the reports prepared for the Committee by the Office. More detailed information on individual projects, including an evaluation of the results obtained, would be of great value, especially as the U.S.S.R. Government member and the Indian Workers' member, in addition, several members asked for more detailed statistics concerning the share of the various regions in technical assistance. The Pakistan Workers' member considered that the evaluation of the results of technical assistance should be undertaken regularly and systematically. He expressed particular concern about the extent to which experience gained abroad by government fellows was actually put to use. It was not rare to find that on their return home these fellows were transferred to other departments or accepted employment with private industry.

Conclusions.

21. The Committee attached key importance to the technical assistance and other operational programmes of the I.L.O. in the Asian region. In the years ahead such programmes would continue to expand and their regular and systematic review by the Committee would enable it to contribute effectively towards their development and to put resources made available for the purpose to better use.

22. The Committee noted with satisfaction the continuation programme to be proposed in the 1960/61 budget for the regular programme of technical assistance of the I.L.O. The needs of Asia for technical assistance were, however, great and constantly growing, especially under the impact of the rising population. At the same time the capacity of the countries of the Asian region to absorb aid effectively was also rising with the progress of the development programmes. The Committee therefore extended the technical assistance programme to emergent countries in other regions, it stressed that the Asian region should receive an increased share of the additional resources, commensurate with its growing needs and rising capacity for the absorption of the aid. In view of the growing needs of the Asian and other regions it was necessary further to expand the provision for operational activities under the regular budget. It was equally essential that increases under the E.P.T.A. should be secured.

23. The Committee laid emphasis on the special responsibility of the I.L.O. in ensuring that all concerned, especially governments, are fully aware of the social and human problems generated by the process of economic development in the Asian countries, and that assistance programmes should be orientated with a view to finding solutions to these problems, taking account of the particular conditions of each country.

24. The Committee noted with satisfaction that some progress was being made in the case of the Permanent Agricultural Committee. The Pakistan Workers' member considered that the real source of poverty in Asia lay in the plight of the rural workers. He also referred to the launching of a long-term I.L.O. programme in this field. The Committee reaffirmed the recommendation made at its 142nd Session1 that, consistent with the standard of competence required, experts from the Asian region should be utilised to the maximum possible extent.

25. The Committee considered that, under the existing regulations and practice of the technical assistance programme, there was a danger that, if a country in need of technical assistance experts from Asia, it might not be accessible owing to the language barrier. It was felt, however, that this should not be an insuperable obstacle. The Committee urged that the I.L.O., in collaboration with the appropriate agencies, should explore ways and means of surmounting the language barrier so that relevant experience of common problems might be pooled on as wide a basis as possible.

26. The Committee considered that its future work in this field would be greatly facilitated if, at its next session, in addition to the progress report on the technical assistance programme in the Asian region, the Committee was presented on the administrative and financial difficulties which hamper the normal development of technical assistance activities in the Asian countries.

27. Reviewing the position regarding the supply of equipment to the Asian region under the E.P.T.A., the Committee emphasised that the needs to be met were still great; efforts should be made to satisfy the demand to the maximum possible extent by a liberal interpretation of the administering regulations.

III. The Contribution of the I.L.O. to the Raising of Incomes and Living Conditions in Rural Communities in Asia

Scope of the Problem and the Need for Action.

28. The members of the Committee stressed that the raising of incomes and living conditions in rural communities was of vital importance to the countries of Asia. The Indian Employers' member considered that the real source of poverty in Asia lay in the plight of rural communities. The needs of these communities in Asia and Africa should come foremost, in view of the extreme poverty prevailing in them. He was supported by the Malayaya Workers' member, who felt that the conditions of rural communities was, in a nutshell, the problem of Asia, and as such was the most important subject the Committee had ever discussed. While economic development plans, however ambitious, could succeed in raising living standards in Asian countries if rural communities were ignored. The Pakistan Workers' member remarked that, by and large, Asian countries would therefore remain agricultural. It was essential to ensure the prosperity of rural communities.

Proposals for I.L.O. Action.

29. The members of the Committee unanimously endorsed the resolution adopted by the 44th (1960) Session of the International Labour Conference concerning the contribution of the I.L.O. to the raising of incomes and living conditions in rural communities, with particular reference to countries in process of development, and the recommendations in this regard made to the Governing Body by the recent session of the Permanent Agricultural Committee. At its new Session1 it was recommended that the drafting of a long-term I.L.O. programme in this field be submitted by the Director-General to the Governing Body. The Committee had also expressed the hope that when these proposals, as well as the report of the Permanent Agricultural Committee itself, came before the Governing Body they would meet with vigorous support from all groups.

1 See Minutes of the 142nd Session of the Governing Body, Appendix V, para. 42, p. 70.
of rural communities could be solved only by sustained action and not by haphazard means. A ten-year programme costing $20 million had been suggested. The Permanent Agricultural Committee was composed of specialists to review the progress which had been made.

The Pakistan Government member stressed the importance attached by his Government to rural development and outlined a series of national efforts in this direction. He pledged his Government's support to the I.L.O.'s proposed operational programme in this field.

32. The Indian Employers' member congratulated the I.L.O. for what it had done over the past four decades to raise the economic and social standards of rural communities. These communities were not represented in the I.L.O. forum, and some arrangements to hear them should be made. The Committee should recommend to the Governing Body that this was at present the most important field for I.L.O. action in promoting social justice.

33. The Ceylon Government member thought that, if too rapid urbanisation created problems of its own, many of these could be reduced by helping to create new towns and communes in rural areas; this would divert many of these could be reduced by helping to create new towns and communes in rural areas; this would divert

34. The members of the Committee were agreed that action should be on a long-term basis and carried out with the co-operation of all interested agencies. There should be the establishment of contacts with Asian governments on the formulation of plans. Where necessary, there should be further detailed discussion by Asian bodies, including the Asian Regional Conference. There should also be close cooperation with the Economic Commission for Asia and the Far East. A number of members noted that most Asian governments gave very high priority to rural development. Several members underlined the importance of promoting self-help and mutual aid in furthering such development.

Type of Action

35. In strongly supporting long-term action by the I.L.O., the Malayan Employers' member stressed that any short-term action would only be of assistance if it was part of a sustained programme. If not, it would not be of much use. The programme should be developed with the co-operation of all interested agencies. The Committee should consider the following questions:

(a) employment—employment—the frustra

(b) education—education—education—educa

(c) credit—credit—credit—credit

(d) credit—credit—credit—credit

(e) credit—credit—credit—credit

36. The Indian Workers' member considered that I.L.O. action in many traditional fields such as vocational training, productivity and co-operation could be useful to rural communities. The I.L.O.'s efforts would indeed have to be in many directions. It was necessary to raise productivity per acre as well as per man. He agreed with the Pakistan Employers' member that farmers were very conservative and that an educational effort would be required if they were to be made to give up antiquated methods. Otherwise credit would not suffice; there should be practical demonstrations. Seasonal unemployment might be relieved by cottage industries such as hand-loom industries or of promoting arts-and-crafts types of small-scale industries, instead of trying to revive dying industries such as raw materials for industry. Conversely it was a market for manufactured goods. The experience of the U.S.S.R. in developing its agriculture from the primitive economy inherited from the Czarist days could be of interest to other Asian countries. In the Soviet Union the state undertakings, the sovkhozes. In order to promote rural development, certain conditions were indispensable. The land had to be distributed to the peasants. As regards the kolkhozes. In the Soviet Union the State gave massive aid to the kolkhozes in the form of credit, machinery and the training of specialists. The general well-being of persons working in agriculture should be improved. As regards the ideas with previous speakers that all hearts would be on the job of making new co-operatives and service co-operatives should be encouraged in the initial stages. Moreover, he thought priority should be given to credit co-operatives, as otherwise the agriculturalists would be in the hands of money-lenders.

37. The U.S.S.R. Government member underlined the great importance attached in his country to rural development. Agriculture was not an isolated sector of the national economy. The development of cities and industry was unthinkable without a developed agriculture. Apart from the production of food, agriculture was a basic source of raw materials for industry. Conversely it was a market for manufactured goods. The experience of the U.S.S.R. in developing its agriculture from the primitive economy inherited from the Czarist days could be of interest to other Asian countries. In the Soviet Union the state undertakings, the sovkhozes. In order to promote rural development, certain conditions were indispensable. The land had to be distributed to the peasants. As regards the kolkhozes. In the Soviet Union the State gave massive aid to the kolkhozes in the form of credit, machinery and the training of specialists. The general well-being of persons working in agriculture should be improved. As regards the ideas with previous speakers that all hearts would be on the job of making new co-operatives and service co-operatives should be encouraged in the initial stages. Moreover, he thought priority should be given to credit co-operatives, as otherwise the agriculturalists would be in the hands of money-lenders.

38. The Australian Workers' member called attention to the lot of landless workers. Hired agricultural workers were a forgotten race, even in advanced countries like Australia. In some countries their plight had to be seen to be believed. Vested interests made it difficult to get the necessary wage provisions to these workers even if they were applied to everybody else. He asked that the recommendations contained in paragraph 50 of the report of the Permanent Agricultural Committee were should be endorsed by the Governing Body and Advisory Committee and embodied in its report.

39. The Pakistan Employers' member remarked that very low productivity and total absence of savings in rural communities made poverty a continuing factor. In this connection he suggested that the lending institutions set up in Pakistan were in effect loan offices. Not a single rupee was deposited by the farmers. No co-

General Observations

30. The Indian Government member observed that the Conference had adopted its resolution on the basis of an excellent and imaginative report submitted to it by the Director-General. The problem of economic uplift of rural communities could be solved only by sustained action and not by haphazard means. A ten-year programme costing $20 million had been suggested. The Permanent Agricultural Committee had composed of specialists to review the work and endorsed and given concrete shape to the conclusions of the Conference. He urged that the programme be launched as soon as possible. The programme should be backed not only to give a sound basis to all practical action, but also to enable the benefits to be multiplied and the experience of one country made available to others. The question must be the basis of future action. It could be that the Committee to review the progress which had been made.

31. The Pakistan Government member stressed the importance attached by his Government to rural development and outlined a series of national efforts in this direction. He pledged his Government's support to the I.L.O.'s proposed operational programme in this field.

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43. The Pakistan Employers' member remarked that very low productivity and total absence of savings in rural communities made poverty a continuing factor. In this connection he suggested that the lending institutions set up in Pakistan were in effect loan offices. Not a single rupee was deposited by the farmers. No co-
operative movement could be successful unless the idea of
thrift was generated. He suggested that the problem of
agricultural credit be placed on the agenda of the next
session of the Committee or be made the subject of an I.L.O.
special report. The President of the Labour Emigration
League member that the stabilization of prices of primary commodities was
extremely important. The terms of international trade
always operated against countries producing such com-
modities. He urged consideration in this connection of the
thought that real resources from the underdeveloped countries
were being transferred to the advanced countries and that the
rich were becoming richer as a consequence of the poor.
This was a problem which deserved study.

40. The Chinese Government member said the launching of
the long-term rural development programme would write
a new page in the I.L.O.'s history. He outlined the measures
taken by his country to promote land reform, improve
living conditions and welfare, and pointed to the
importance of raising agricultural productivity and earnings. Initiative
and self-help were being fostered among farmers. Food
intake in calories had risen sharply, and cholera and malaria
had been wiped out in Taiwan. His Government would
soon be ready to make its experience available to other countries
in the region.

41. The Committee welcomed the adoption by the
International Labour Conference at its 44th (1960) Session
of the resolution concerning the contribution of the I.L.O.
for the raising of incomes and living conditions in rural
communities, with particular reference to countries in process of
development.

42. The Committee also noted with satisfaction that the
Permanent Agricultural Committee, in accordance with the
decision taken at the Conference, had examined the general
conclusions concerning I.L.O. action in the rural sector as
laid down in the Conference resolution, with a view to
translating them into a practical programme of work.

43. The Committee stressed the importance of rural
problems, particularly in Asian countries in process of
development, and took the opportunity to press for all possible steps
to promote an improvement in conditions in rural areas,
to increase incomes in rural communities and thus diminish
the gap between incomes in rural and urban areas.

44. The Committee endorsed the proposals made by the
International Labour Conference and the Permanent
Agricultural Committee to initiate a special programme of
work in the rural sector aimed at a very substantial inten-
sification of efforts on the part of the I.L.O. to assist and
advise countries in their activities in this sector.

45. The Committee agreed that in carrying out such a
programme major attention should be devoted to research and
the raising of incomes and living conditions in rural
areas, that efforts should be concentrated on projects of broad
conception in a limited number of fields rather than on
fragmentary projects covering a variety of fields.

46. The Committee further agreed in this connection for
the solution to this problem and its solution should be
devoted to rural employment problems, vocational guidance
and training, living conditions of rural workers, institu-
tional adjustments and new approaches to rural develop-
ment, co-operative organisations, small-scale industries and
problems of indigenous and tribal populations.

47. The Committee consequently urged the Governing
Body to take all necessary steps for the prompt launching of the
special long-term programme recommended by the Conference, I.L.O. action in the field of rural development costing a minimum of $200 million. The Committee strongly supported the programme and
urged its initiation at the earliest possible date.

48. The Committee's attention was drawn to a proposal
for a ten-year programme of I.L.O. action in the field of
rural development costing a minimum of $200 million. The
Committee strongly supported the programme and
urged its initiation at the earliest possible date.

IV. Unemployment among Educated Youth in Asia

49. Several members of the Committee emphasized the
gravity of the problem of unemployment among educated
young people in countries of Asia. They stressed the need
for finding the solution to this problem and for
the solution to this problem and the solution should be
the one that literate and educated people were not able to find
suitable jobs. The result might well be that energies which
ought to be utilised in the economic development of these
countries were wasted. The consequences of frustration
might be very serious. Many of these countries were
already under threat of a relatively rich population,
the very fabric of a country's political system.
If educated young people did not find suitable employment,
the future of democracy and peace in Asia might be
endangered.

50. Among the basic causes of the problems were the
large numbers of educated young people, the comparatively
rapid increase in population. Although employment
opportunities were increasing in several countries of Asia the
population was growing faster. If the tempo of economic
components could be increased, the problems might be
mitigated.

51. Some members pointed out that wrong occupational
preferences and the resulting unemployment among educated
young people were due to the colonial past of several of
these countries. During the colonial period, young people
in these countries tended to be educated for clerical and
government employment. The rapid increase in population
in many Asian countries during recent years and the expan-
sion of educational facilities had further aggravated the
problem.

52. Some members mentioned that educational systems
and the aims of education in many Asian countries required
thorough reorganisation. In the past, educational systems
tended to be designed to produce, first and foremost,
workers for administration. Examples were quoted of shortages of technicians,
doctors and other categories of specialised personnel exist-
ing simultaneously with considerable surpluses of clerical
and other workers. To some extent this was due to
emphasis on general education. Furthermore, school curricula were
required to the passing of examinations than to giving
people a sound technical training and mental outlook.
There was a great need for more emphasis on technical and
scientific education and training.

53. In many countries, social attitudes had also contri-
ibuted to unemployment among educated young people.
All too generally manual work was looked down upon.
Students who had been educated in the towns were reluctant
to return to rural areas, where their skills and training
could be used. Several members suggested that some types
of manual work might be made compulsory in the schools
in order to break down prejudice against manual work.
It might also be helpful if educational institutions were
located in the countryside.

54. Several members emphasised the need of vocational
guidance in both schools and universities. In many coun-
tries there was hardly any vocational guidance, so that
young people tended to opt for courses which were popular.
Many students had chosen courses which led to a clerical
or legal career. Meanwhile there was a complete lack of
vocational guidance in many countries at the school
stage. Perhaps it was too late to ask a student to change
his career when he was about 18 years old. It might be
necessary to provide vocational guidance at an early age
to give young people an idea of the training needed for
finding suitable occupations at a later stage.

55. The Pakistan Employers' member pointed out that
in his country the Asian countries there existed a preference
for employment in public services as against industry
and commerce. This might be attributed to the prestige
and security attached to employment in the government
sector. Young people educated in technical and scientific
fields often sought jobs with foreign concerns.
It was essential that local firms evolved sound personnel
policies in order to attract suitable staffs. He suggested
that scholarships for higher educational training should
be granted in accordance with the country's requirements
for trained personnel. It would be helpful if these scholar-
ships were granted for further study in those fields in which
a shortage of qualified personnel existed. It would be
useful to consult business and industry before granting
such scholarships. He further thought that the question
of unemployment among educated young people should also be
given some consideration, because this constituted a special problem in certain countries of Asia.

56. The Ceylon Government member considered that
the problem of unemployment among educated young people
might persist for a long time in several Asian coun-
tries, unless the tempo of economic development were
accelerated and more jobs were created.
57. The Indian Government member observed that the problem must be looked at from the angle of the entry of educated young people into the labour force. The problem was how to create enough employment to absorb all those who had completed their secondary education. In India this question had been studied rather thoroughly, but even so it was clear that with maximum efforts the new employment opportunities created would not be sufficient to absorb all the educated young people. Apart from the normal measures of expanding employment through economic development, certain less conventional measures might be necessary. The assistance of the I.L.O. would also be of great help in the field of manpower planning.

58. The Pakistan Workers’ member stressed the need for making thorough studies of the problems of the educated unemployed in Asian countries. There was a great dearth of data, which should be systematically collected. This would help to guide policy. It was hoped that special facilities or through planning commissions in each country. Governments might also be invited to provide the I.L.O. with information so gathered.

59. The Japanese Employers’ member informed the Committee that in 1960 the employment of university graduates had begun to exceed that at the end of the war. There had been a considerable increase in professional and clerical employment, especially in the larger enterprises and in manufacturing industries. Almost all the graduates who applied for employment succeeded in finding jobs. This was perhaps a reflection of the present general prosperity of Japan. However, industry in recent years had undergone a change in the employment pattern. Furthermore, there was the problem in Japan of finding suitable employment for educated young people who had already been employed and who had later lost their jobs. The Japanese Government was endeavouring to improve working conditions in these concerns and would appreciate guidance from the I.L.O. in this field.

60. The Japanese Government member mentioned that the young people in his country tended to be interested more in employment with large concerns. The employment conditions in smaller and medium-sized firms tended to discourage them from applying for employment. The Japanese Government was endeavouring to improve working conditions in these concerns and would appreciate guidance from the I.L.O. in this field.

61. The Malayan Employers’ member mentioned that there was a shortage of graduates in his country for employment in the government service. The Government was, however, some unemployment among school leavers, which might be due to the reluctance of these young people to accept employment in the countryside. A thorough inquiry into the whole system was recommended. The Portuguese problem were both psychological and educational. Furthermore, it was essential that better living conditions should be created in rural areas, so that educated young people who had already been employed and who had later lost their jobs. The Malayan Government recommended the setting up of special bodies might assist in the task of collecting specific information among educated people in these countries. Such a seminar might be convened after the experts’ meeting referred to in paragraph 63 below. He mentioned that the Malayan Government, in conjunction with other Commonwealth countries, was sponsoring a technical training week, with the object of stressing the advantages of technical training for young people. The film made a most persuasive case and would be useful for this purpose.

62. The Government member of the U.S.S.R. noted that there was no difficulty in the Soviet Union in finding employment for educated young people, because future employment requirements were studied and the educational system was planned as to produce suitably qualified personnel. The Second Five Year Plan, in connection with other economic development, had been faced with the problem of shortages of technical and engineering personnel. This plan had contributed to the growth of problems of unemployment among educated persons in Asian countries and how these defects could best be remedied. In many of these countries greater emphasis should be placed on technical and scientific education. Educational systems should be given a practical bias where this was not already the case.

63. The Philippine Workers’ member stated that, in order to discourage the influx of students from the countryside to the capital, the municipality of Manila had imposed certain restrictions. Thus, students from rural areas were not encouraged to join local education institutions and, if they came to Manila for education, they were required to pay higher matriculation fees.

64. The Pakistan Government member stated that the Government of Pakistan had set up a National Education Commission to report on the reorganisation of educational institutions. The Commission had been faced with the problem of unemployment among educated persons in Asian countries. Data on these problems were to be collected in several countries of Asia and would be analysed and presented to a meeting of experts which it was envisaged to convene in 1963.

Conclusions.

65. The Committee noted with satisfaction that, particularly since the general discussion on the Director-General’s Report, the problem of unemployment among educated people, particularly in countries where literacy was low, represented a great loss to the economic development of these countries. Many more in employment with large concerns. The employment requirements were studied and the educational system was planned as to produce suitably qualified personnel. The Second Five Year Plan, in connection with other economic development, had been faced with the problem of shortages of technical and engineering personnel. The employment opportunities created might also be of great help in the field of manpower planning.

66. The Committee agreed that the provision of employment opportunities for the educated unemployed in Asian countries was extremely difficult. It was essential that better living conditions should be created in rural areas, so that educated young people who had already been employed and who had later lost their jobs. The Malayan Government recommended the setting up of special bodies might assist in the task of collecting specific information among educated people in these countries. Such a seminar might be convened after the experts’ meeting referred to in paragraph 63 below. He mentioned that the Malayan Government, in conjunction with other Commonwealth countries, was sponsoring a technical training week, with the object of stressing the advantages of technical training for young people. The film made a most persuasive case and would be useful for this purpose.

67. The Committee welcomed the suggestion made by the Malayan Employers’ delegate that a seminar in Asia might be convened jointly with other interested agencies of the United Nations. Such a seminar should be convened after the date of the meeting of experts referred to in paragraph 63. The seminar might throw further light on these problems and might make recommendations in regard to their labour, educational and psychological aspects.

68. The Committee also noted with interest the suggestion of the Pakistani Workers’ delegate that the I.L.O. recommend to Asian governments the setting up of special bodies for the study of problems arising out of unemployment among educated people in these countries. Such bodies might assist in the task of collecting specific information on the conditions of such persons.

69. The Committee expressed the view that educational systems in most of the Asian countries needed to be reviewed. A thorough examination was required to ascertain the extent to which the wrong kinds and the wrong systems of education had contributed to the growth of problems of unemployment among educated persons in Asian countries and how these defects could best be remedied. In many of these countries greater emphasis should be placed on technical and scientific education. Educational systems should be given a practical bias where this was not already the case.

70. The view was widely expressed in the Committee that educational guidance should find a place in the early stages of school education. Asian countries might usefully expand and, if necessary, reorganise vocational guidance facilities.

71. It was felt that the I.L.O. could provide useful guidance to Asian countries in regard to the full utilisation of persons with a secondary or higher education. The technical assistance of the I.L.O. in this field should be expanded.

6
V. The Trade Union Situation in Asia

72. Opening the discussion, the Indian Government member expressed satisfaction that the Committee had the opportunity of reviewing the whole trade union situation in Asia on the basis of a very detailed and well-documented report preparing the ground for the discussion by pointing out the principal problems posed in this field in the Asian region. He therefore proposed to confine himself to presenting suggestions on some of the particularly important problems. In his opinion, the primary objective should be to deduce general and trade union education in particular. In this connection he pointed out that whatever might be the principal problems posed in this field in the Asian region, the principal problem in education in general and trade union education in particular, in his opinion, pride of place should go to workers' education in particular. The latter also had their problems and their weaknesses, whereas in Ceylon the expression " trade union " covered both workers' and employers' organisations. The situation varied from country to country, and depended on the degree of industrialisation. However, it could be said that over the past ten years the country had passed the stage where it could make full use of them. It was natural that certain trade unions were more or less to blame for these. The situation varied from country to country, and depended to a large extent on the degree of political development. However, in his opinion, the cooperation of the workers' organisations was the best means of cooperation possible. The cooperation of the workers' organisations was the best means of cooperation possible. He wished to make it clear that he did not favour monolithic trade unionism, but that the agreement between the rival trade union movements should not be ignored nor, for that matter, the assistance of the I.L.O. to trade unions. This was the reason why, despite numerous attempts at reconciliation, the rival trade union movements had failed to achieve complete agreement. Although political preoccupations had led to the birth of trade unionism in Asia, at present the unions were trying to concentrate on genuine union activities. However, the trade union movement was not only limited to trade union activities. Matters in the wages and working conditions of their members; their principal objective was to regain for themselves and their members the status which they enjoyed before the partition of India. In addition, the organisation of workers to make use of the opportunities offered by technical assistance to them by the I.L.O. should give this question very high priority. In addition, the number of fellowships offered should be increased, and they should not be limited to workers' education specialists but devoted also to the training of trade union leaders. The I.L.O. should therefore try to make contact with trade union leaders in order to develop the number of Asian languages. Finally, better use should be made of the opportunities offered by technical assistance to workers' education to improve the workers' practices and ensure better administration of their affairs.

73. The Indian Government member also suggested that the I.L.O. should carry out studies to deal with some selected special problems such as those which were mentioned in the Office report: for instance, why Asian workers joined or failed to join trade unions. Furthermore, an international study could be made of the trade unions' role in the integration of the workers into society. He would call on the I.L.O. to have a more permanent contact with trade union activities. Workers' education programmes should be directed towards the training of the rank and file in trade unionism. In fact, unless one were to arouse the interest of the latter in trade union work, there would be no progress in this field. Of course, workers' education would have to be adapted to the intellectual level of those for whom it was intended.

74. In supporting the suggestions of the Indian Government member, the Ceylon Government member remarked that the Office report confined itself to a study of workers' organisations, whereas in Ceylon the expression " trade union " covered both workers' and employers' organisations. The latter also had their problems and their weaknesses, which merited attention. However, the most disgusting aspect of the situation in Ceylon was that despite the fragmentation and multiplicity of trade unions of workers. He emphasised the importance of " consolidation " in the trade union movement and drew attention to the need of any " outside " leadership. He declared that the assistance of such leadership was indispensable to the trade union movement and the success of its efforts, in the present. Widespread illiteracy among the workers and the language differences between the various classes of society were among the direct causes of this situation. Moreover, in Ceylon, the workers' leaders were often recruited from the ranks who would remain faithful to his origin. He would need a very long training in order to be able to serve as a link between the worker and the other layers of society. In all such cases the only guarantee lay in the democratic internal structure of each trade union, that is to say, in the final analysis, in the periodical election of leaders. Workers' education would have to be directed towards the achievement of such an end. However, the cooperation of the workers' organisations was the best means of cooperation possible. The cooperation of the workers' organisations was the best means of cooperation possible. He wished to make it clear that he did not favour monolithic trade unionism, but that the agreement between the rival trade union movements should not be ignored nor, for that matter, the assistance of the I.L.O. to trade unions. This was the reason why, despite numerous attempts at reconciliation, the rival trade union movements had failed to achieve complete agreement. Although political preoccupations had led to the birth of trade unionism in Asia, at present the unions were trying to concentrate on genuine union activities. However, the trade union movement was not only limited to trade union activities. Matters in the wages and working conditions of their members; their principal objective was to regain for themselves and their members the status which they enjoyed before the partition of India. In addition, the organisation of workers to make use of the opportunities offered by technical assistance to them by the I.L.O. should give this question very high priority. In addition, the number of fellowships offered should be increased, and they should not be limited to workers' education specialists but devoted also to the training of trade union leaders. The I.L.O. should therefore try to make contact with trade union leaders in order to develop the number of Asian languages. Finally, better use should be made of the opportunities offered by technical assistance to workers' education to improve the workers' practices and ensure better administration of their affairs.

76. While supporting the general principles contained in the report, the Chinese Government member had a number of suggestions to offer. On the basis of his country's experience, he suggested that the programmes of trade union leaders were an essential element for progress in this field. The International Institute for Labour Studies which had just been set up by the I.L.O. should give this question very high priority. In addition, the number of fellowships offered should be increased, and they should not be limited to workers' education specialists but devoted also to the training of trade union leaders. The I.L.O. should therefore try to make contact with trade union leaders in order to develop the number of Asian languages. Finally, better use should be made of the opportunities offered by technical assistance to workers' education to improve the workers' practices and ensure better administration of their affairs.

77. The Indian Workers' member considered that the discussion on the trade union situation in Asia was an indication that the I.L.O. had passed the stage where it was mainly concerned with freedom of association and trade union rights and would now embark upon the study of problems and practical measures connected with the development of trade unions in Asia. He recalled that, contrary to European experience, the Asian trade unions traced their origin to a period when the countries in the region were under foreign domination, and it was therefore quite natural that their action should, in the first instance, have been directed towards the achievement of national independence. Although political preoccupations had led to the birth of trade unionism in Asia, at present the unions were trying to concentrate on genuine union activities. However, the trade union movement was not limited to trade union activities. Matters in the wages and working conditions of their members; their principal objective was to regain for themselves and their members the status which they enjoyed before the partition of India. In addition, the organisation of workers to make use of the opportunities offered by technical assistance to them by the I.L.O. should give this question very high priority. In addition, the number of fellowships offered should be increased, and they should not be limited to workers' education specialists but devoted also to the training of trade union leaders. The I.L.O. should therefore try to make contact with trade union leaders in order to develop the number of Asian languages. Finally, better use should be made of the opportunities offered by technical assistance to workers' education to improve the workers' practices and ensure better administration of their affairs.
could exercise a healthy influence on the Government in the interests of the working class.

28. In conclusion, the Indian Workers' member put forward a number of suggestions. He favoured discussion of trade union practices, provided that the practices followed by employers' organisations were also examined. To ensure that the principle was not merely a paper one, the minimum rates of wages prescribed by governments need hardly be stressed. As regards inter-union rivalries, they were inevitable. But the acceptance of a code of discipline could have a salutary effect on this point. A seminar could be arranged, recently by the Indian trade unions. While he favoured recruitment of leaders from within each trade union, he did not think that this problem was very important in the Asian region.

29. The Philippine Workers' member declared that the principal aim of the movement of workers' organisations was the general improvement of working and living conditions for the workers. In his opinion, the main difficulty in the way of trade union action was the problem of recognition by employers. He suggested that this problem and the practices followed in different countries could be studied further, and that it would be desirable if an Asian regional seminar could be held for the exchange of views. In the Philippines, the employer could recognise the major trade union voluntarily or, if he failed to do so, he could be forced to recognise it on the basis of a court action brought by the trade union. It was therefore evident that the force required to promote this purpose could drag on for years. Nevertheless, it gave the recognised trade union the right to conclude collective agreements. Furthermore, where there was no formal procedure to determine which trade union was the most representative, there was a risk of employer-dominated unions being created.

30. The Japanese Employers' member took exception to certain remarks made during the discussion with regard to the attitude of employers and the point that the workers were not always free to choose their leaders. In certain cases, he pointed out, it was not the case in Japan. In Japan, trade unionism had developed very rapidly during the last 15 years. The structure, organisation, and functioning of trade unions were far from perfect. The characteristics of the Japanese trade union movement were a strong political inclination on the one hand and organisation at the level of the undertakings. On the other hand, a very big undertaking, had only to deal with one union, which had the right to conclude collective agreements. Furthermore, where there was no formal procedure to determine which trade union was the most representative, there was a risk of employer-dominated unions being created.

31. In the Philippines, the employers' organisations were often the cause of difficulties in the trade unions. This was not the case in Japan. The system of a union for each undertaking presented certain advantages to the workers, particularly due to the fact that they could negotiate on wages taking into account the real resources of each undertaking and not just the minimum wages for the industry. At the same time, the problem of collective bargaining was simplified because each employer, when it came to a very big undertaking, had only to deal with one union. As regards recruitment of trade union leaders, he did not think that this problem was important in the Asian region. The following seminar could be arranged for an exchange of views. The practices followed in different countries could be studied further, and it would be desirable if an Asian regional seminar could be held for the exchange of views. It was clear that the force required to promote this purpose could drag on for years. Nevertheless, it gave the recognised trade union the right to conclude collective agreements. Furthermore, where there was no formal procedure to determine which trade union was the most representative, there was a risk of employer-dominated unions being created.

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33. The U.S.S.R. Government member declared that of the various problems discussed in the report he had been particularly struck by the fragmentation and multiplicity of trade unions in Asian countries. This situation was the key to the present trade union situation in Japan. The system of a union for each undertaking presented certain advantages to the workers, particularly due to the fact that they could negotiate on wages taking into account the real resources of each undertaking and not just the minimum wages for the industry. At the same time, the problem of collective bargaining was simplified because each employer, when it came to a very big undertaking, had only to deal with one union. As regards recruitment of trade union leaders, he did not think that this problem was important in the Asian region. The following seminar could be arranged for an exchange of views. The practices followed in different countries could be studied further, and it would be desirable if an Asian regional seminar could be held for the exchange of views. It was clear that the force required to promote this purpose could drag on for years. Nevertheless, it gave the recognised trade union the right to conclude collective agreements. Furthermore, where there was no formal procedure to determine which trade union was the most representative, there was a risk of employer-dominated unions being created.
part in political activity and if necessary to create their own political party. The lack of adequate resources was a major obstacle for the trade unions of Asia. They did not have the means to undertake educational activities or create publications. Quite often they lacked qualified staff for such work. The international organisations and international trade union confederations should increase their efforts to help the trade unions in Asia. The trade union movement itself should continue to discuss these questions with particular attention to trade union practices in Asia.

85. The Japanese Government member stressed the importance of workers' education, which was a long-term effort from which immediate results should not be expected. He had taken the point from Japan that in the immediate post-war period a workers' education section had been set up within the Ministry of Labour. About two years ago this unit had been transformed into a labour institute under the Ministry of Labour and Education, whose policy was fixed by a tripartite committee. The varied activities of this institute included the publication of a weekly information bulletin, research work undertaken by its secretarial Labour弘邦, and it was thanks to the institute which was independent of the Government and placed under the control of the State. Personally, he supported the idea of a study of trade union practices which should be undertaken if possible at one and the same time as a study of employers' practices.

86. The Ceylon Government member agreed with the U.S.S.R. representative that all political discussion should be avoided. He had observed if the attitude of employers' organisations might be placed on the agenda of the next session. As regards "outside" trade union leaders, he considered that their contribution was essential to the trade unions in the present circumstances. However, there was no doubt that some of them had an unhealthy influence on the trade union movement. The Workers' organisations were keen to ensure that the right kind of leaders were placed in positions of authority. In any case, provisions of this type should not be confined just to training in trade union leadership but include the general and social education of workers.

87. The Pakistan Employers' member felt that a study of trade union practices would be a useful complement to the present discussion. As regards "outside" trade union leaders, he considered that their contribution was essential to the trade unions in the present circumstances. However, there was no doubt that some of them had an unhealthy influence on the trade union movement. The Workers' organisations were keen to ensure that the right kind of leaders were placed in positions of authority. In any case, provisions of this type should not be confined just to training in trade union leadership but include the general and social education of workers.

88. The Australian Workers' member stressed that trade unions could under no circumstances abandon the right to strike as a means of action. One often spoke of unfair trade union practices, but employers' practices were never referred to. The intervention of trade unions in political life was a necessity. In Australia they had formed their own party, the Australian Labour Party, and it was thanks to the party that they had been able to obtain a large number of benefits, such as the 40-hour week, three weeks' paid holidays, etc. The support of the trade unions was indispensable for the existence of a Labour party. In his opinion, the big financial interests also supported political parties. For instance in his country the Labour Government had proposed to nationalise banks, but the private banking interests had spent vast sums during the election. The Labour party had proposed to nationalise the banks, but the private banking interests, in its opinion the resolution concerning the independence of the trade union movement did not condemn political activity by the trade unions as such. In any case, provisions of this type had little practical value. It was up to each trade union and each country to decide its policy in this regard, basing itself on its own opinions and preferences and taking account of local circumstances.

89. The Indian Government member suggested that an international exchange of views on a tripartite basis be held regarding the question of the political and economic role of the trade union movement. He supported the idea of a study of trade union practices which should be undertaken if possible at one and the same time as a study of employers' practices.
tribution of wealth in a relatively limited number of countries which had attained a high level of economic development. But one could not envisage applying the same standards to countries which were in the process of beginning and where wealth did not exist to be distributed. Today, attempts were still being made to apply the old standards to new circumstances. The lack of flexibility in international labour Conventions, the obstacles encountered often prevented ratification. One major obstacle to the ratification of international labour Conventions by Asian countries. Certain of these Conventions, it was true, were not relevant to them, as, for example, the tripartite commissions which had been set up in the past. Several members of the Committee suggested that new machinery for the ratification of international labour Conventions would be particularly useful. It was pointed out, for example, that in Malaya an atmosphere contributing to the achievement of these objectives. He was not suggesting the adoption of standards which were so loose that all member States would be able to ratify them without changing in any way the existing situation, but he felt that one should concentrate on essential principles, leaving it to the governments and to the employers' and workers' organisations concerned to settle the details in keeping with the potentialities and circumstances of each country.

93. All members of the Committee who took part in the discussion underlined the importance of a greater number of ratifications, and most of them mentioned the lack of flexibility of the general standards as a major obstacle to ratification by countries in the region. The Indian and Malayan Employers' members felt that the fact that, in a large number of cases, international labour Conventions remained unratified by Asian countries was detrimental to the prestige of the I.L.O. in the region and in the world in general. While stressing the importance of these Conventions, the Commission members noted that the number of ratifications from Asian countries over the past ten years exceeded the total number of ratifications by these countries over the preceding 30 years, the members of the Committee for Conventions and agreements stated that a more active attitude which could permit a higher rate of ratification in the region.

94. A systematic study of the circumstances which prevented Asian countries from ratifying international labour Conventions was requested by the Indian Government member and others to enable the Committee to study more closely the measures which might be taken to remedy the present situation. It was, above all, necessary that international standards take into account the conditions prevailing in different parts of the world. The Indian Government member insisted that the more one might talk about the way of ratification of I.L.O. instruments by Asian countries. In this regard, the Plantations Convention, 1958 (No. 110), received particular attention from the Committee. According to the Indian Workers' member, the definition of plantations given in this instrument was based on the type of sugar-cane plantations existing in Central America but not found in Asia. The Malayan Employers' member mentioned that the main reason why ratification was not possible, was that the definition of plantations covered all agricultural undertakings, even if they employed only one regular wage-earner. According to the Malayan Employers' member, there were about 230,000 small enterprises which fell under this definition, so that the application of the Convention would involve the setting up of a huge and costly administrative machinery which the limited resources of the country could not bear. The Committee should therefore give priority to the study of the problems which prevented the ratification of this Convention in the Asian region.

95. Several members stated that very encouraging progress had been achieved in their respective countries, thanks to the creation of special tripartite machinery to examine the question of ratification of international labour Conventions. The Chinese Government member declared that in his country, a commission had set up in order to review labour legislation as a whole in the light of I.L.O. standards. According to the Indian Government member and the Indian and Malayan Employers' members, recourse to tripartite commissions had been particularly useful. It was pointed out, for example, that in Malaya an atmosphere of fruitful collaboration generally existed in the national tripartite commission and that it had hitherto reached unanimous decisions. The Indian Government and Employers' members welcomed this arrangement, significant progress had been accomplished, not only with regard to the ratification of Conventions as such, but above all because the Commission had, on several occasions, initiated action which had permitted national legislation in India to be brought into line with international standards, even if formal ratification was not yet feasible. This experience was particularly interesting, and the attention of other countries should be drawn to it. In this respect, the Pakistani Employers' member suggested that questionnaires sent to governments before the adoption of a Convention should contain a question asking what difficulties, if any, might prevent its ratification.

96. In this regard the Indian Employers' member remarked that the opinion of a national tripartite commission concerning the progress made in a country towards the ratification of a Convention and indicating the objective to be achieved, made such a document at a given moment would furnish the different organs of the I.L.O. with very valuable criteria for evaluating the efforts of different countries in this field. It might therefore be useful, as the Indian Employers' member had suggested, to introduce in the reports on the state of ratification, a new subheading entitled "Conventions not yet Ratified but Accepted and Largely Applied in Practice".

97. Several members of the Committee suggested that special reports should be asked for from Asian countries concerning the progress in ratification and the difficulties encountered. Such information would be useful as a starting-point for the work of the Committee in this particular field.

98. The Japanese Government member recommended that in future the question of the application of international labour Conventions in Asian countries should be a standing item on the agenda of the I.L.O. Council. The Indian Government member suggested that the I.L.O. should intervene more actively, in particular through technical assistance, in the work to ratify international labour Conventions. The Malayan Employers' member proposed that questionnaires sent to governments before the adoption of a Convention should contain a question asking what difficulties, if any, might prevent its ratification.

99. While several members of the Committee underlined the need for making regional Conventions available in the I.L.O. Constitution, paragraph 3 of which permitted international standards to be adapted to the particular circumstances of a region, the Ceylon Government member stressed that no useful purpose would be served in returning to the idea of regional Conventions.

100. While recognising that certain international standards were not sufficiently flexible to permit immediate ratification, the Pakistan Workers' member underlined the importance of their application in the promotion of social progress and appealed to the governments concerned to make a special effort in this regard. In his opinion, the lack of flexibility was not a valid argument in all cases. He cited the example of the Plantations Convention, the ratification of which was both possible and extremely necessary to put an end to the present practice of foreign shipowners, who employed Asian seafarers under extremely inferior conditions to those enjoyed by seafarers from other regions.

101. Several members finally deplored the practice of some countries of submitting purely formal ratifications but not really applying the international standards which they had ratified. This practice was particularly detrimental to the prestige of the I.L.O.

Conclusions.

102. The Committee considered that the Asian countries faced special problems in giving effect to international labour standards. Although great strides had been made in introducing greater flexibility into international labour Conventions, the obstacles encountered often prevented ratification. The Committee felt that it would be useful, at its future sessions, to have more precise information on the nature of the difficulties with which Asian countries had to cope in applying certain recent Conventions as well as of those adopted before the war.

103. The Committee recognised that the information and reports supplied by governments on the regional Conferences of the International Labour Conference decisions to national parliaments and on the effect given to certain unratified instruments, could provide an idea of these difficulties and the extent to which Conventions, though not ratified, have in fact been implemented.
105. The Committee particularly noted the case of the Plantations Convention, 1928 (No. 110), which, though dealing with a subject of great importance to the region, had not been ratified so far by a single Asian country. The Committee recommended that the Office submit to it at its next session a paper indicating, on the basis of the information available, what had been the principal reasons why the Convention had not been ratified.

106. The Committee felt that it would be useful if similar papers on other Conventions of especial significance to the Asian countries could be prepared for future sessions of the Committee.

107. The Committee suggested that the drafting of future Conventions might be facilitated and ratified difficulties reduced if the questionnaires sent to governments on technical and economic aspects of productivity included a specific question on the practical difficulties which the governments foresaw in the implementation of the standards set forth in the questionnaire.

108. The Committee noted the significant role which technical assistance by the I.L.O. could play in helping governments to give effect to international labour standards. The Committee recognised that it was for governments to request such assistance and felt that their attention might usefully be drawn to this concrete and practical method of promoting the application of international labour standards.

VII. Programmes for Raising Productivity in Asian Countries

109. The representative of the United Nations stated that the Economic Commission for Asia and the Far East took great interest in the work of the Committee and in particular in questions relating to the development of productivity and training centres in the region. He gave the following examples of E.C.A.F.E. activities:

- (a) a study tour of Asian engineers to study the working of mining enterprises in Australia, Canada, Europe, the United States and Ceylon;
- (b) similar tours for metallurgical experts;
- (c) a European tour to study cost of construction following a study undertaken by the E.C.A.F.E. secretariat;
- (d) seminars on the management of national industrial establishments;
- (e) various recommendations to raise productivity in small-scale industries following a study by a special working party;
- (f) organisation of a regional centre for training personnel for the construction and maintenance of electric power stations;
- (g) in the course of its 1956 session the Committee on Industry and Natural Resources had undertaken, in cooperation with the I.L.O., the organisation of industrial productivity training courses in the region;
- (h) the Committee intended to undertake a complete study of programmes to raise industrial productivity in the region in the course of its next session in January 1951.

It was of primary importance that E.C.A.F.E. and the I.L.O. should be fully informed of each other's activities in the field of productivity and that these activities should be properly co-ordinated.

110. The Ceylon Government member stated that productivity centres were of greater practical value in countries where there was some industrial base. However, in countries where the prior need was to start industrial production. He felt that there were certain industries in Ceylon which could benefit from productivity training, but that a national productivity centre would make no sense at this time. He added that if course such centres were of great value in countries like Japan and India.

111. The Indian Employers' member referred to the early prejudice in Asia against productivity training, but felt that it had been mostly overcome. He stressed that such training must be done at the international, national and industry levels. He felt that productivity could be drawn up at the international level. In the past, emphasis had been laid on improving the productivity of workers, but it was essential that productivity should also be emphasised as a result of increased efficiency of the productivity of machine. They must be used around the clock in the capital-starved countries with labour surplus, and workers must be shown that they run no risk of losing their job. The employers' view was that productivity increased as a result of increased profitability. Countries could not afford to invoke the danger of increased unemployment as an argument against the improved productivity which would result from technical progress. Those attempting to do so would no longer be competitive with countries well on the way to technological advancement.

112. The Chinese Government member pointed out that the incentive factor should not be overlooked as a tool to raise productivity. Also, productivity should not be improved at the expense of human values.

113. The Pakistan Employers' member said that the workers were not necessarily better off if they received higher incomes, as they were faced with increased costs of living.

114. The Indian Workers' member felt that the term "productivity" was often incorrectly used. It was the rate, and not the volume, of output per man-hour, machine-hour, etc., that mattered. The work of the Committee on Industry and Natural Resources was to increase productivity and would, in fact, violate an I.L.O. principle. He suggested that rather than use machines around the clock, which would wear them out sooner and necessitate technical progress, productivity would be more practical to develop the manufacture of simple machines within the country. He added that the fruits of increased productivity should be equitably shared by the workers, consumers generally as well as by employers. Also, management, as well as workers, required training in order to maximise productivity. He endorsed the Indian Government member's suggestion that workers organisations in developing countries should be furnished in appropriate cases, with productivity experts from trade unions in industrial countries. He stressed the need for adequate steps to be taken by all productivity experts with the unions. The productivity centres would function efficiently only if there were broad policy guide-lines to keep each of the three groups homogeneous. He agreed with the other members who felt that labour should share in the fruits of productivity increases. Finally, he stated that experts should not be disqualified because of language and that interpreters should be hired where necessary.

115. The Philippine Workers' member was glad to see that the Indian Workers' member recognised that increased productivity should not result in increased profits to employers. He also pointed out that increased productivity should not be permitted to result in reduced employment.

116. The Australian Government member believed that productivity programmes should be tripartite or otherwise they might be unbalanced, and that such programmes should not be divorced from labour-management relations at the undertaking or workshop level. Lastly, productivity programmes must be tailored to local conditions.

117. The Indian Government member was of the opinion that in developing productivity schemes attention should not be confined only to large-scale and organised industries. Productive techniques were very important in small-scale industries also, including small-scale industries. In order that such schemes should develop rapidly it was necessary to capture the attention of top employers and top trade union leaders. Case studies should be made by teams representing the labour and management of the country concerned to demonstrate how productivity programmes had succeeded in selected enterprises. The idea was welcomed by several other members and by the Office. The productivity movement could be developed satisfactorily only when full account was taken of the fears of retrenchment and expectancy of loss of profits, and the confirmations in the minds of the workers' representatives. The selection of industries and enterprises needed to be made carefully so as to avoid the inferiority to those where the conditions for productivity development were the most suitable. He suggested that productivity experts taken from trade union organisations should be supplied to trade unions in less developed countries; it was not enough that expert assistance should be available only to employers.
The Pakistan Workers’ member agreed that national productivity centres should definitely be tripartite. The I.L.O. productivity missions must, of course, receive the co-operation of all three groups in each country. Material improvements in increased productivity should be shared by employers, workers and consumers generally.

The Malayan Employers’ member pointed out that the objective of increased productivity was the maximum utilisation of human, material and financial resources, and that productivity programmes should be on a tripartite basis. He also agreed with those who felt that productivity training; large industries were usually more advanced in this field.

The Japanese Government member shared the belief that the fruits of increased productivity should be shared by workers, employers and the general public; productivity centres should be tripartite, but the number of organisations represented should not, however, be excessive.

The French Government member stated that emphasis on productivity improvement should be centred on small-scale industries, since it was there that most improvement was possible. Also, in less developed countries there must be much more flexibility in productivity improvement programmes. To enlist the co-operation of workers in this field they must be shown that they would be helped rather than hurt by productivity improvement.

The Australian Workers’ member drew attention to the non-existence of objective criteria for the measurement of productivity, rendering it impossible to establish a productivity index, and felt strongly that some attempt must be made to remedy this. He also agreed with those who felt that productivity programmes should be on a tripartite basis. On the trade union side, it was at the lower level that productivity programmes should definitely be tripartite. He approved the tripartite basis for productivity centres. He also emphasised that the responsibility for management training should mainly lie in the hands of employers’ organisations rather than with productivity centres.

The U.S.S.R. Government member stated that the productivity problem was not only an economic problem, but that there were many other factors involved. Forty years ago the Soviet Union was faced with many of the problems presently facing many Asian countries, and he believed that the Soviet experience in increasing production, and later productivity, might be of great use to the other countries. He approved the idea that the productivity centres should be on a tripartite basis. On the trade union side, it was at the lower level that productivity programmes should be tripartite. He agreed with the idea that productivity training should definitely be tripartite.

The Committee emphasised that a climate of understanding and cooperation on the part of all concerned, especially the management and the workers directly involved, was indispensable to the success of any productivity programme aimed at improving the standard of living and making possible fresh investments which should in turn lead to further improvement in the standard of living and the expansion of the volume of employment.

Conclusions.

The Committee emphasised that a climate of understanding and co-operation on the part of all concerned, especially the management and the workers directly involved, was indispensable to the success of any productivity programme aimed at improving the standard of living and making possible fresh investments which should in turn lead to further improvement in the standard of living and the expansion of the volume of employment. Demonstrations on the widest possible scale could contribute much to the success of a productivity programme and help to convince the parties concerned that they would all share concretely in the fruits of higher productivity.

The Committee recognised that the allocation of respective shares from the fruits of higher productivity to management, workers and the public at large in its role as consumer raised complex issues, but that there were no ready-made rules which could be automatically applied to any given set of circumstances. In these circumstances, it was felt that the matter should be left to be decided in each individual case in a pragmatic way, such as, for example, by collective bargaining. It was, however, of paramount importance for the success of a productivity programme that the workers participated in the fruits of higher productivity in a direct and tangible form. The Committee suggested that research by the Office on the experience in the various countries might help to throw light on this complex matter.

The Committee recommended that productivity programmes in Asian countries should not concentrate exclusively on the large-scale or the organised sector of the industry, but should also seek to cover other economic sectors, including, in particular, small-scale industries. The latter were of great importance in the economic structure of the Asian countries and held promise of spectacular short-term results. Improved productivity in such industries would help to reduce disparities in income among the various sectors of the population of the Asian region.

The Committee considered that national productivity programmes or national productivity centres should be organised on a tripartite basis. This, it was felt, was essential to a balanced growth of productivity programmes.

The Committee urged that in the development of productivity programmes great stress should be laid on healthy labour-management relations. In this connection the Committee recommended that, in appropriate cases, productivity experts from trade unions in the economically advanced countries be made available to workers’ organisations in countries in which productivity programmes were in the process of being set up.

The Committee recommended that the organisational structure of the agency entrusted with the implementation of a productivity programme should be adapted to the particular national circumstances. It was recognised, for example, that in certain countries at a relatively early stage of economic development, the setting up of a fully-fledged national productivity centre might be premature, but that the functions for the promotion of productivity might be assumed by other appropriate agencies, such as, for instance, the secretariat of the national planning commission or the Ministry of Economic Affairs.

Asian Regional Conference.

The representative of the Director-General stated that the Director-General desired to acquaint the Committee, as it was in session, of the communication he had just received from the Government of the Commonwealth of Australia expressing the hope that the Committee might hold the next Asian Regional Conference in 1962 in Australia. This invitation would be conveyed to the Governing Body in due course. Several Government members—Ceylon, China, India, Japan, Pakistan—as well as some Employers’ and Workers’ members, expressed their gratification at this opportunity to have closer association with Australia and hoped that it would be possible to arrange for the Conference to be held in Australia.

Asian Maritime Conference.

The Indian Workers’ member stressed the need for convening another session of the Asian Maritime Conference at an early date, and drew the attention of the Committee to a resolution adopted by the 26th Congress of the International Transport Workers’ Federation in Bern in July 1960, pointing out that the results of the First Asian Maritime Conference held in 1953 had been very encouraging and

1 The U.S.S.R. Government member expressed certain reservations on this paragraph.
asking the Governing Body of the I.L.O. to convene a second conference as soon as possible to consider at an international level matters affecting Asian seafarers and, in particular, social security in the case of sickness and unemployment, provision for old age, and vocational training. ¹ He suggested that the Committee make a recommendation on these lines to the Governing Body. The Malayan Employers’ member having expressed the concurrence of the Employers’ members with this suggestion, the Committee decided to ask the Governing Body to consider the possibility of convening a Second Asian Maritime Conference at an early date.

Future Programme of Work.

Proposals for the Agenda of the Next Session.

133. The Committee decided to recommend to the Governing Body that the agenda of its 11th Session should be as follows:

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

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

III. Incentive schemes.

(There was a brief discussion on the scope of this item, at the end of which it was agreed that it should be confined to incentive schemes in industry, i.e. schemes designed to increase production and enhance the productivity of industrial workers.)

IV. Special I.L.O. long-term programme for raising incomes and living conditions in rural communities in Asia.

V. Problems of youth on the threshold of employment.

VI. Trade union practices.

(After an exchange of views, it was agreed that under this item the practices of employers’ as well as workers’ organisations would be covered.)

VII. Modernisation and revitalisation of small-scale and rural industries.

VIII. Application of international labour standards to Asia, with particular reference to the Plantations Convention, 1958 (No. 110).

IX. Vocational training in Asian countries.

X. Promotion of rural employment in Asia.

Proposals for the Agenda of Future Sessions.

134. As regards questions which might be discussed at subsequent sessions, the Indian Workers’ member suggested that consideration might be given to placing, as separate items, on the agenda of an early session of the Committee the questions of changes in real income of rural communities and of industrial workers.

G. D. AMBEKAR, Vice-Chairman.

¹ For the text of the resolution see Minutes of the 147th Session of the Governing Body, Appendix XIX, ninth supplementary report, p. 124.
APPENDIX VI

Sixth Item on the Agenda: Record of the First African Regional Conference

1. In accordance with the decision taken by the Governing Body at its 147th Session, and at the generous invitation of the Government of the Federation of Nigeria, the First African Regional Conference was held at Lagos from 5 to 16 December 1960. The Governing Body will no doubt wish to express its deep gratitude to the Government of the Federation of Nigeria for the facilities placed at the disposal of the Conference and for the cordial welcome extended to it.

Attendance at the Conference

2. The Conference was attended by 229 delegates and advisers from 36 countries, including 66 Government delegates, 32 Employers' delegates and 34 Workers' delegates. Of the six States Members of the Organisation attended the Conference: Australia, Brazil, Czechoslovakia, Israel, the U.S.S.R. and the United States of America. Eight international governmental organisations accepted the invitation to attend the Conference, namely the United Nations, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation, the World Health Organisation, the Organisation for European Economic Co-operation, the European Economic Community, the League of Arab States and the Commission for Technical Co-operation in Africa South of the Sahara. The following international non-governmental organisations accepted the invitation to attend the Conference: the International Confederation of Free Trade Unions; the International Co-operative Alliance; the International Federation of Christian Trade Unions; the International Federation of University Women; the International Organisation of Employers; the World Assembly of Youth; the World Federation of Trade Unions; and the Young Christian Workers International.

3. The Governing Body was represented by a delegation consisting of its Chairman, Mr. Lodge; Mr. Aoki and Mr. Ladhari for the Employers' group; and Mr. Ambekar and Mr. Bergenström for the Workers' group.

Background of the Conference

4. The First African Regional Conference, meeting at the end of 1960, the year during which an impressive number of African countries had become independent and had for the most part become States Members of the International Labour Organisation, marked an important new stage in the activity of the I.L.O. in Africa. The African Advisory Committee, which held its first meeting in Luanda in 1959, the Committee on Social Policy in Non-Metropolitan Territories, which met in 1947, 1951, 1953, 1955 and 1957, as well as its predecessor the Committee of Experts on Native Labour in its meetings prior to the Second World War, had all made a substantial contribution to enabling the I.L.O. to serve in Africa the objectives for which it was created. The efforts of the I.L.O. in this regard found expression primarily in the Conventions adopted by the International Labour Conference for the protection of indigenous workers against forced labour practices and indirect forms of compulsion to labour and the group of Conventions adopted in 1947 relating to international organisations in Africa. The establishment of the African Field Office in Lagos in January 1959 had enabled the work of the I.L.O. in the field of technical assistance to expand substantially in respect of Africa. The First African Regional Conference represented an evolution which corresponded to the political changes which in the recent past have taken place in Africa; at no earlier stage could a meeting of this kind have been held bringing together the representatives of governments, organised employers and organised workers from all over Africa.

Opening and Organisation of the Conference

5. After the Conference had been declared open by the Chairman of the Governing Body, the Prime Minister of the Federation of Nigeria, Alhaji Sir Abubakar Tafawa Balewa, emphasised, in his inspiring address, the determination of Nigeria to lend support in every practicable way to advance the principles for which the International Labour Organisation was established. Nigeria had already drawn largely on those principles and on international labour standards in its labour legislation and its general approach to social and economic problems. While regretting the causes that had prevented the Conference from taking place in Leopoldville, he hoped these very causes would inspire the Conference's discussions so that they would lead to improvements in labour conditions in Africa. The two main questions on the agenda of the Conference, relations between employers and workers and vocational training, were of vital current concern to Africa. While recognising the difficulty of separating labour and political questions, he felt that the Conference should concentrate on finding effective solutions to the problems covered by its agenda, since the political leaders of the African States were examining elsewhere the political aspects of these problems. Finally, he expressed appreciation of the valuable services of the I.L.O. African Field Office and of its presence in Lagos, and hoped that there would be an increase in the number of Africans on the staff of the International Labour Office as part of a trend towards fuller African participation in the work of international organisations.

6. The Chairman of the Governing Body, after congratulating Nigeria on the achievement of independence and welcoming the 14 other African countries which had become Members of the I.L.O. during recent months, emphasised the historical significance of the First African Regional Conference of the I.L.O. meeting in 1960, "the year of Africa". Over the years, the I.L.O. had played a substantial role, through the setting-up of international labour standards, in helping to shape labour legislation and social policy in nearly all African countries and, with the establishment of the African Field Office, was now expanding its technical assistance services in Africa. The Conference had on its agenda, in addition to the Director-General's Report, two questions of vital concern to Africa: vocational training and the relations between employers and workers; its work in this regard could represent a major contribution to the social and economic advancement of Africa. For this reason it was particularly important that the Conference should not take up political issues or allow itself to be sidetracked into dis-
cussions of a political nature. One development which seemed to hold special promise for Africa was the recent establishment of the International Institute for Labour Studies. The peoples of Africa, in their quest for a better life and for progress, had to decide for themselves the extent to which they should utilise the experience gained by the more industrialised countries. It was for them alone to decide what they would adopt, what they would modify and what they would reject.

7. The Conference unanimously elected as its President Mr. Joseph Modupe Johnson, Federal Minister of Labour of the Federation of Nigeria. In his presidential address Mr. Johnson referred to the links which had been established between Nigeria and the I.L.O. as a consequence of the triennial conventions at the International Labour Conference since 1955 and the establishment of the I.L.O. African Field Office in Lagos. Moreover, the labour legislation of Nigeria over the past 30 years had been profoundly influenced by international labour Conventions and Recommendations, as had that of many other African countries. The political progress made by Africa in 1960 needed to be matched by concrete achievements in the direction of social and economic progress for the peoples of Africa. In the period of transition to modern industrialisation which Africa was undergoing, the main questions which the Conference had before it, namely vocational training and harmonious relations between employers and workers, were of major importance. Delegations attending the Conference could make a valuable contribution in describing the solutions and methods essayed in their respective countries as a basis for finding the means through which African countries and territories could assist each other and through which the I.L.O. could play an appropriate role.

8. The Conference unanimously elected its three Vice-Presidents as follows:

- Mr. Emile Badiane, Minister of Technical Education and Supervisory Staff Training, Senegal.
- Mr. Abdesselem Achour, Employers' delegate, Tunisia.
- Mr. Gilbert Pongault, Workers' delegate, Congo (Brazzaville).

9. The Report of the Director-General was discussed in plenary sitting. To examine the technical items on the agenda the Conference set up the following two committees:

- Committee on Vocational Training (Chairman: Mr. Mohammed Al-Mumin, United Arab Republic).
- Committee on Relations between Employers and Workers (Chairman: Mr. Jean Pierre Wando Nkoumy, Minister of Labour and Social Legislation, Cameroon).

10. The Conference appointed a Selection Committee composed of the President of the Conference, three representatives of the Governing Body delegation and 12 members of each group, under the chairmanship of Mr. Faustin Okomba (Minister of Labour and Social Welfare, Congo (Brazzaville)). A Credentials Committee was also appointed consisting of three members: Mr. Albert N. Nebo (Government delegate, Liberia), Mrs. Jaiyeola Aduke Moore (Employers' delegate, Nigeria) and Mr. Peter Frederick Ichbru (Workers' delegate, Kenya).

Discussion of the Director-General's Report

11. A total of 74 speakers (including 16 Ministers and four representatives of international workers' organisations) took part in the discussion of the Director-General's Report in plenary sitting. Most of the speakers referred to current economic and social problems and planning in their respective countries; a major recurrent theme was the need for general education and vocational training at the present stage. The past work of the I.L.O. in Africa, of which the Conference was often reminded, was an indication that the I.L.O. would be of value, the position in regard to the application of international labour standards in the countries concerned and the importance of workers' education programmes were the subjects which were most frequently mentioned in the course of the discussion.

12. In his reply to the debate on his Report, the Director-General stressed the importance of the occasion which the Conference had afforded for representatives from States in all parts of Africa to discuss the social and labour problems facing them in the future and the development at the present time. A matter for major concern in Africa was the rate of increase of population and the consequential pressure on food supply; a revolution in agricultural production was needed to cope with this problem. The sustained economic development that was needed in Africa, required in the field of education and vocational training to enable the valuable natural resources of Africa to be utilised to secure a better life for its peoples. Such education and training had to be envisaged within the context of a society changing in all its aspects, for example in respect of migrant labour systems. The new institutions which these changes would create must be designed by African peoples themselves, but in many cases they could profit by the experience of others. Modern systems of production meant fundamental changes in established forms of community life, and in this context good industrial relations were a basic requirement for economic development. In the circumstances of Africa, workers' education and management training could contribute much to harmonious industrial relations. The contribution of the I.L.O. in Africa had in the past been primarily in the field of international labour legislation; as it faced the future, the I.L.O. might provide useful service would be by making available to all African countries up-to-date information on developments in the social and labour field in Africa itself and through the International Institute for Labour Studies. Above all else, the problem of freedom in the African context would depend on the approach to education and training which African countries adopted.

Vocational Training

13. The Committee on Vocational Training held first a general discussion falling into two parts: firstly, statements of the members of the Committee outlining present training activities in their respective countries, with particular emphasis on matters which required urgent attention, in particular international technical assistance; and secondly, a discussion on the general problems connected with vocational and technical training. In the course of this discussion the main aspects discussed were: the importance of reliable information on manpower supply and demand; the objectives of training policy and factors influencing it; problems of training in industry and commerce; instructor training, accelerated training, upgrading training; apprenticeship and apprenticeship; problems and methods of training in agriculture; small-scale industries and co-operatives; the training of intermediate and higher-level personnel; management training; the importance of adequate labour administrative services in connection with vocational and technical training programmes; and the need for good central organisation and collaboration in respect of training programmes.

14. A Drafting Committee was set up which used as the basis of its work four resolutions submitted by members of the Committee, the conclusions of the reports prepared by the Office and the African Advisory Committee and the various points raised during the Committee discussions. Two resolutions by the Drafting Committee: a resolution concerning international technical assistance in the field of super-
visory training, and a resolution of a comprehensive character concerning vocational and technical training. The texts of these two resolutions, as amended and adopted by the Committee and subsequently adopted by the Conference, are given in full in the appendix to the present paper.1 The first-mentioned resolution calls for the establishment of a training centre to provide the training of supervisors and training staff, covering industry, commerce, agriculture and public services and concerned in the first instance with the training of instructors for vocational training centres, foremen, and supervisory staff for co-operatives. The second resolution, concerning the Powers, Functions and Procedure of the Selection Committee, the Conference decided to refer one of these, concerned with technical assistance and training, to the Committee on Vocational Training and a second, concerning the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), to the Committee on Relations between Employers and Workers. The remaining five resolutions were considered by the Selection Committee itself. After an exchange of views, the Committee set up a Working Group which prepared the revised texts; these were subsequently unanimously approved by the Committee and by the Conference and are appended to the present paper.2

18. The first of these resolutions, submitted by Mr. Pongault, Workers’ delegate of Congo (Brazzaville), was a comprehensive resolution concerning the work of the International Labour Organisation in Africa. The first part of the resolution, covering the regional activities of the I.L.O. in Africa, recommended, inter alia, that further African Regional Conferences should be convened at intervals not exceeding four years and that a tripartite Committee of Experts representing all of Africa should meet regularly once every two years; it included further proposals for the intensification and expansion of the work of the I.L.O. in Africa, notably by the early establishment of a further I.L.O. field office in Africa, the development of a wider network of branch offices and correspondents in Africa and the recruitment by the I.L.O. of a larger number of African officials; it also called for consideration to be given to the utilisation of languages other than the official languages of the I.L.O. in the work of the I.L.O. in Africa. The second part of the resolution, concerning the Implementation, Ratification and Application of International Labour Conventions and Recommendations in Africa3, addresses a similar appeal to all African States Members of the I.L.O. to re-examine periodically all Conventions with a view to their progressive application and ratification, and makes a similar appeal in regard to the acceptance of Recommendations. This part of the resolution also lists a number of Conventions, the ratification and strict application of which all African States should regard as a question of honour and prestige. Attention is drawn to the contrary, and to the need for the ratification of certain further Conventions could make to further social progress in African countries; the resolution also proposes a study of the usefulness of special regional consideration of international labour standards, and the methods to be followed in carrying this out. Finally, this part of the resolution asks that factual surveys be carried out to enable the Report of the McNair Committee to be brought up to date and completed in respect of the new African member States. The third part of the resolution deals with technical assistance and invites African States Members to make full use of I.T.C. technical assistance facilities and to give consideration to larger-scale projects and long-term programmes requiring concerted requests and action. The I.L.O. is invited to respond generously to such requests, and the resolution expresses the increasing need to have adequate funds available to cover them. States Members of the I.L.O. and the United Nations are urged to give priority to international technical assistance and to co-ordinate other assistance programmes with those of the international organisations of which they are members. The fourth part of the resolution deals with workers’ education problems and policies, expresses appreciation of the work already done in Africa by the I.L.O. in this field and urges it to expand and intensify its efforts. The fifth part of the resolution covers the question of the education of management of small and medium-sized undertakings.

19. A second resolution, also submitted by Mr. Pongault, dealt with the question of the stability of the currencies of African countries. The resolution was based on the report of the Committee in the plenary sitting of the Conference, and is appended to the present paper.

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Africa. A fourth resolution, also submitted by Mr. Tampungu, dealt with the living and working conditions of women and young workers in Africa and asked that the I.L.O. give special attention and study to the problems related thereto. Finally, a resolution submitted by Mr. Soumah, Workers’ adviser, Senegal, contains proposals for the revision of the Social Policy (Non-Metropolitan Territories) Convention, 1947 (No. 82), with a view to making its ratification or continued application under new obligations possible for the newly independent African States Members, and draws the attention of governments of independent African States to the desirability of giving early consideration to the possibility of ratifying the Indigenous and Tribal Populations Convention, 1957 (No. 107).

Other Questions

20. The following further points are noted as likely to be of special interest to the Governing Body:

(a) The Secretary-General of the Conference had the pleasure of announcing at the tenth plenary sitting of the Conference, on 14 December, that Dahomey had become the 96th member State of the International Labour Organisation.

(b) The Conference received messages of greeting and wishes for its success from His Majesty the Emperor of Ethiopia, Haile Selassie I, Mr. Dwight D. Eisenhower, President of the United States, Mr. Nikita Khruschev, Chairman of the U.S.S.R. Council of Ministers, and Dr. Juscelino Kubitschek de Oliveira, President of Brazil.

(c) Mr. Bo-Boliko, Government delegate, Congo (Leopoldville), reiterated on behalf of his Government the hope that the Governing Body would take up the invitation extended by the authorities of Leopoldville and that the next Regional Conference would be held in that city.

(d) In his reply to the debate on his Report, the Director-General stated that he would examine carefully the various views expressed on the question of the composition of this and future African Regional Conferences and would raise the matter with the Governing Body at the appropriate time. (Proposals regarding the Second African Regional Conference will be laid before the Governing Body at the appropriate time in the light of the Report of the Second Session of the African Advisory Committee.)

Invitation for Second Session of the African Advisory Committee

21. In a letter to the Director-General dated 7 January 1961 Mr. Philibert Tsiranana, President of the Malagasy Republic, conveyed an invitation from the Government of the Malagasy Republic to hold the Second Session of the African Advisory Committee in Tananarive, and requested that this invitation be transmitted to the Governing Body.

... 

22. The Governing Body may wish:

(a) to authorise the Director-General to transmit the texts of the resolutions and conclusions adopted by the Conference to the governments concerned and through them, where appropriate, to employers’ and workers’ organisations, and (ii) to the appropriate international organisations;

(b) to request the Director-General, in making future proposals for the programme of work of the Office, and in particular in developing its operational and educational activities, to take account as far as possible of the wishes expressed in the resolutions and conclusions adopted by the Conference;

(c) to endorse the solemn appeal of the Conference to all African States Members of the I.L.O to examine Conventions periodically with a view to ensuring progressively the application and ratification of as many of the Conventions as possible, and to authorise the Director-General to draw the particular attention of the governments concerned to the Conference’s view that the ratification and strict application of certain Conventions concerning the protection of fundamental human rights should be regarded by all African States as a question of honour and prestige;

(d) to refer the proposal for revision of the Social Policy (Non-Metropolitan Territories) Convention, 1947 (No. 82), to its Committee on Standing Orders and the Application of Conventions and Recommendations;

(e) to authorise the Director-General to take account as far as possible in the programme of work of the Office of the wishes expressed by the Conference in respect of workers’ education, the education of management of small and medium-sized undertakings and the utilisation of languages other than the official languages of the I.L.O. in the work of the I.L.O. in Africa;

(f) to note that proposals in regard to the suggestions of the Conference concerning the establishment of a new field office in Africa and the development of a wider network of branch offices and correspondents in Africa are included in the budget proposals for 1962;

(g) to note that the Director-General proposes to pursue a policy of seeking to recruit a larger number of African officials;

(h) to note that the Director-General is examining the question of the usefulness of special regional consideration being given to international labour standards and the methods to be followed in carrying this out, and will report later to the Governing Body on this subject;

(i) to note that the Director-General will be ready to make arrangements for factual surveys to be carried out to enable the Report of the McNair Committee to be brought up to date and completed in respect of the new African member States if and when the necessary invitations are issued;

(j) to decide to accept the generous invitation of the Government of the Malagasy Republic to hold the Second Session of the African Advisory Committee in Tananarive in 1962 at a date to be decided after consultation with the Government.

Supplementary Note

Communication Received from the Government of the United Arab Republic

I. The Director-General has received the following communication from Mr. A. M. Said Salama, Government representative of the United Arab Republic:


Sir,

I would like to call your attention to the motion made by the Workers’ group in the First African Regional Conference, Lagos, December 1960, concerning the capacity in which the metropolitan countries were presented in this Conference. The U.A.R. Government, having associated itself with this motion, would like to have her enclosed memorandum distributed together with that of the Workers’ group to the Governing Body members while discussing the Record of the African Regional Conference (item 6 of the agenda).

Having noticed that no direct reference to this motion appeared in this Record, other than that indirect general remark in subparagraph (d), paragraph 20, I am sure you will have the intention as promised to bring this most important question before the Governing Body. No doubt the U.A.R. delegation shall discuss this motion as well as all resolutions adopted by the African Regional Conference and put before the Governing Body.

Please accept my best regards.

Yours, etc.,

(Signed) A. M. SAID SALAMA,
Director, Central Labour Department, Ministry of Social Affairs and Labour.
2. The memorandum referred to in Mr. Said Salama's letter is as follows:

Memorandum of the United Arab Republic Delegation concerning the Capacity in Which the Metropolitan Countries Were Presented in the First African Regional Conference.

I. Five metropolitan countries were invited by the Governing Body to attend the First African Regional Conference held in Lagos, December 1960.

II. These metropolitan countries assisted in the Conference in the capacity of tutelar members. Such a capacity was challenged by the Workers' group in a letter addressed to the President of the Conference. The U.A.R. Government associated herself with this challenge on constitutional grounds, and declared that such presentation could not stand as a precedent as regards the future African Regional Conference.

III. These metropolitan countries were invited to the Conference as being responsible for the external affairs of a number of African non-metropolitan territories. Such territories are not members of the International Labour Organisation, and they attend the general Conference as observers. They should have attended the African Regional Conference in the same capacity, together with the metropolitan countries responsible for their external affairs.

IV. Regional Conferences, as well as Industrial Committees, are organised in order to follow up and elaborate the international standards of a general character which are adopted by the general Conference. Non-metropolitan territories are not represented in the Industrial Committees, although some of them are legible to be represented in certain committees by merit of their production, such as the Committee on Work on Plantations and the Petroleum Committee. This proves that non-metropolitan countries could only be presented in regional conferences as observers or deputy members.

V. In the case of Africa, the African Regional Conference was convened at a later stage in comparison to other regional conferences, because there was not a sufficient number of independent African States. If a regional conference could be convened on the basis of non-metropolitan territories and metropolitan countries, the African Regional Conference would have been convened earlier.

3. The reference in the letter to a motion presented by the Workers' group at the First African Regional Conference of the I.L.O. (Lagos, December 1960) appears to arise out of some misunderstanding. No such motion was submitted to the Conference by the Workers' group. A communication on the subject signed by certain delegates was received by the Director-General who, in replying to the debate on his Report, referred to this communication and indicated that he would examine carefully the various views expressed on the question of the composition of African Regional Conferences and would raise the matter with the Governing Body at the appropriate time. It continues to be the intention of the Director-General to examine this matter carefully and to raise it with the Governing Body at the appropriate time.
Seventh Item on the Agenda: Report of the Meeting of Experts on Employment Objectives in Economic Development

APPENDIX VII

1. The Meeting of Experts on Employment Objectives in Economic Development was convened in accordance with a decision of the Governing Body at its 142nd Session (May–June 1959). Its terms of reference were to make a thorough analysis of the problems of employment creation in the context of economic development and to suggest appropriate measures for the expansion of employment opportunities. The Meeting was held in two parts in Geneva (9 to 18 February 1960 and 14 to 24 September 1960). Its report is appended to this document.

2. After an introduction entitled "The Strategy of Employment Policy", which summarises the main conclusions of the Meeting, the report devotes two chapters to an analysis of the nature of employment problems in the less developed countries and of the place of employment objectives in economic development policies in some of these countries, five chapters to a consideration of various lines of policy which might be adopted to promote the creation of employment opportunities in the context of economic development within the countries concerned, and one chapter to international aspects of employment creation. A number of case studies of employment problems and policies in certain selected countries are appended to the report. Most of these case studies are the work of individual members of the Meeting; some were prepared in the Office. Also appended to the report are certain data relating to capital and labour requirements per unit of output with different techniques of production. It has not been possible to complete the translation of these appendices, which are purely factual in character, in time to attach them to the present paper. Copies are available in English, if any members of the Governing Body wish to study them in that language.

3. The experts believe that an expansion of employment can be compatible with economic growth, that the two in association can reinforce each other, and, further, that an increase of employment is an urgent need in itself. In many countries, however, the achievement of full employment must of necessity take some time. The experts take the view that in those countries where population growth is the immediate and continuing aim should be at least the creation of enough new employment opportunities to keep pace with the increase in the work force and to provide for unemployed and underemployed workers in the worst distress.

4. In view of the magnitude of the employment problem facing many of the less developed countries, the report stresses the need for raising employment targets in development planning or programming. For achieving the employment objectives, the experts suggest the following major policy requirements. First and foremost is the need to raise the level of investment. They emphasise that countries now in process of development are likely to need higher investment rates—probably of the order of 25 per cent. or more of national income—and higher rates of increase of national product than did countries which developed in the eighteenth and nineteenth centuries. This requires measures for restraining consumers' demand.

5. A second policy requirement is to explore all opportunities for raising the level of employment associated with a given level of investment by securing a more labour-intensive pattern of investment with respect both to the composition of output and to the choice of techniques. The experts suggest certain policy measures to promote such patterns of investment. They also, however, indicate the limits to this approach from the point of view of economic growth and the scantiness of adequate factual data on the basis of which more detailed recommendations might be made.

6. Thirdly, the experts consider that within the framework of policies aiming at a high level and appropriate pattern of investment there is scope and need for local or nation-wide programmes to ensure fuller utilisation of underemployed labour in productive activities with a minimum requirement for scarce equipment, material and skills. The report suggests certain types of programmes which approach the problem in these programmes in rural as well as urban areas.

7. Fourthly, the experts attach great importance to raising the productivity of existing scarce resources by methods requiring relatively little additional capital outlay, in order to increase the supply of capital and consumer goods needed to support a higher level of employment. The scope for applying such methods of raising productivity in agriculture, in handicrafts and small-scale industry and in the modern industrial sector is briefly discussed.

8. The report also considers various problems relating to geographical and occupational mobility of labour in the less developed countries. Particular emphasis is given to the need for expansion of training programmes to increase the supply of certain types of skill and knowledge and to the need for efforts to reduce the regional disparities in income and employment levels within these countries.

9. On international aspects of employment creation the experts maintain that, if an expansion of employment is not to be checked by balance-of-payments difficulties, measures are needed to expand export earnings, to ensure that they do not fluctuate excessively, and to economise the use of foreign exchange while increasing the inflow of foreign capital. The report discusses various kinds of measures which have been or might be taken to achieve these ends.

10. In the field of international technical assistance the experts recommend that a high priority should be accorded to the training of manpower at all levels, including the development of managerial knowledge and skills, with special attention to productivity improvement and labour-management relations. Wage policy, manpower surveys and the development of labour-intensive techniques and capital-saving innovations are other matters in respect of which, in the view of the experts, international technical assistance can and should be given.
problems in the less developed countries, measures which might provide a basis for concerted action by the international agencies.

II. The Governing Body is invited to authorise the distribution of the report of the Meeting of Experts—
(a) to the governments of States Members of the Organisation;
(b) to the United Nations, the International Bank for Reconstruction and Development, the International Monetary Fund, the Food and Agriculture Organisation of the United Nations and the General Agreement on Tariffs and Trade;
(c) to delegates and observers attending the 45th (1961) Session of the International Labour Conference, as supplementary documentation for the general discussion on employment problems and policies.
Eighth Item on the Agenda: Report of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference

Facilities at the Conference for More Negotiation

6. In its report to the Governing Body at its 145th Session (May 1960) the Committee suggested that in order to facilitate more continuous negotiation in committees between the several groups representatives of each group should meet with the Chairman and Recorder of the Committee, and with the representative of the Secretary-General when this is desirable, to ensure that the leaders of each group know fully the minds of their colleagues in the other groups; it should be regarded as normal to have such meetings after each group has explored each of the major issues which arise but before it has committed itself to a definite attitude. The proposed meetings would have no formal powers or authority; their function would be to afford opportunities for a fuller understanding of differences of view before definite attitudes have crystallised.

7. This suggestion was approved by the Conference on 3 June 1960 and applied at the 44th (1960) Session, when the President of the Conference took the initiative in convening a meeting of chairmen of committees, at which he drew attention to the contribution which regular consultation among the officers of each committee could make in securing the widest possible measure of agreement.

8. The Committee welcomes this initiative and trusts that future Presidents of the Conference will make a regular practice of convening meetings of chairmen of committees; it suggests that it would be useful if the Employer and Worker vice-chairmen of committees were convened to future meetings of this type.

9. The Committee has discussed a proposal made by the Employers’ members that a wider measure of agreement might be reached in committees by making fuller use of working parties. The Government members had strong reservations concerning this suggestion. In the circumstances, the Committee has made no recommendation on the subject, but ventures to draw attention to the contribution which fuller recourse in appropriate cases to the provisions of paragraph 2 of article 59 of the Working Rules of the Conference might reach in committees by making fuller use of working parties. The Government members had strong reservations concerning this suggestion. In the circumstances, the Committee has made no recommendation on the subject, but ventures to draw attention to the contribution which fuller recourse in appropriate cases to the provisions of paragraph 2 of article 59 of the Working Rules of the Conference, which provides that “each committee shall have power to set up subcommittees after due notice has been given to the three groups in the committee”, could make to securing the widest possible measure of agreement on questions of particular difficulty which have arisen in the committees.

Simultaneous Meetings of Plenary Sittings of the Conference and of Sittings of Committees

10. The Committee recognises with regret that the regular application of the principle that as a general rule the sittings of the committees shall not take place at the same time as the plenary sittings of the Conference has proved to be impracticable in recent years as the result of the growth in the volume of business coming before the Conference. In these circumstances it is important that the Conference and the delegates should make the necessary arrangements to enable plenary
sittings and sittings of committees to be held without interference with each other's work when such simultaneity cannot be avoided. The Committee therefore recommends that the Conference should draw the attention of delegates to the importance of their making arrangements for representation at the plenary sittings when such sittings are held simultaneously with the sittings of committees.

Periodicity of the Conference

The Committee agreed that the question of a change in the periodicity of the Conference is not one on which it can reach agreement at the present stage but is a matter for consideration by the Governing Body itself if it should think fit.

Credentials Procedure

The Committee has likewise no further proposals to make at this stage concerning credentials procedure, but is keeping the matter under review with special reference to the suggestions mentioned in paragraphs 36 and 37 of its report to the Governing Body at its 141st Session (March 1959).  

Order of Proceedings at the Beginning of the Conference

13. The Committee examined a number of suggestions for further expediting the initial stages of the work of the Conference, but did not think it useful to pursue them further at this stage; it still has various proposals, including the question of whether or not it would be preferable for the Conference to open on Tuesday rather than Wednesday, under consideration.

Roberto Ago,
Chairman.

1 See Minutes of the 141st Session of the Governing Body, Appendix II, p. 68.
Ninth Item on the Agenda: Action to Be Taken on the Resolution concerning Discrimination Adopted by the International Labour Conference at Its 44th Session

Introduction

1. At its 44th (1960) Session the International Labour Conference adopted, by 194 votes to 0, with 2 abstentions, the following resolution concerning discrimination:

   The General Conference of the International Labour Organisation,

   Noting the resolution adopted by the United Nations Economic and Social Council at its session of July 1959, inviting the governments of States Members of the United Nations and the International Labour Organisation to ratify or take appropriate action in respect of the Discrimination (Employment and Occupation) Convention, 1958, and adjust their policy to the complementary Recommendation,

   Recognising the necessity for the continued co-operation of the International Labour Organisation with the United Nations in the promotion of universal respect for and observance of human rights and fundamental freedom based on the dignity and worth of man, as previously declared in the resolution concerning human rights adopted by the International Labour Conference at its 42nd Session,

   Realising that, in the light of recent experience, it is both necessary and desirable to consider the most appropriate means to follow up and report on discriminatory policies and practices,

   Requests the Governing Body of the International Labour Office to give early and special attention to the Discrimination (Employment and Occupation) Convention, 1958, in calling for reports under article 19 of the Constitution of the International Labour Organisation, and to take such further action as it may consider appropriate in regard to the matters dealt with in that Convention, in particular consideration of the advisability and feasibility of setting up special machinery for dealing with this matter.

2. At its 147th Session (November 1960) the Governing Body took certain decisions concerning the action to be taken on this resolution.

3. It decided to address a special appeal to the governments of all States Members which have not yet ratified the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), drawing their attention to its fundamental importance and inviting them to consider or reconsider the possibility of ratifying it. This special appeal was communicated to governments by a circular letter despatched on 7 December 1960. A number of replies have already been received at the Office, and full information will be laid before the Governing Body from time to time in the progress reports referred to in the following paragraph.

4. The Governing Body requested the Director-General to submit to it twice a year, at its spring and autumn sessions, progress reports indicating the ratifications of the Convention received and the prospects of future ratifications. The first of these progress reports is being submitted to the Governing Body at its present session in another paper on the present item on the agenda.1

5. The Governing Body requested the governments of Members of the Organisation not having ratified the Convention to furnish next year reports under article 19 of the Constitution concerning the position of their law and practice in regard to the matters dealt with in the Convention, showing the extent to which effect has been given or is proposed to be given thereto and stating the difficulties which prevent or delay ratification. These reports will enable the Committee of Experts on the Application of Conventions and Recommendations and the Conference to make a comprehensive survey in 1963 of the extent to which effect is being given to the provisions of the Convention, both by governments having ratified and by those not having ratified. A special form of report for this Convention, comparable to the reports already approved by the Governing Body for the freedom of association and forced labour Conventions and designed to ensure that the information secured is as full and comparable as possible, is being submitted to the Committee on the Application of Conventions and Recommendations at the present session of the Governing Body.1

6. The Governing Body at its 147th Session also requested the Director-General to prepare for its present session a paper outlining the various arguments for or against setting up special machinery to deal with the question of discrimination. In so doing, it specified that this request was without prejudice to any further decision in the matter. Mr. Kaplansky, on whose proposal this decision was taken by the Governing Body, suggested in his statement that discrimination was a very wide field in which several different kinds of approach were possible—machinery to receive complaints and investigate allegations, educational and promotional activities, inclusion of the question of discrimination in existing programmes such as publications, research and statistics.

7. Since the 147th Session of the Governing Body there has been an important further development. The First African Regional Conference of the I.L.O. (Lagos, December 1960) adopted a resolution concerning the work of the I.L.O. in Africa, Part II of which drew particular attention, among existing international labour Conventions, to those concerning the protection of certain fundamental human rights, including the Discrimination (Employment and Occupation) Convention, 1958, and declaring that the ratification and strict application of these Conventions "should be regarded by all African States as a question of honour and prestige". A proposal is being submitted to the Governing Body at its present session in connection with the sixth item on the agenda that this appeal from the African Regional Conference should be communicated to all the States concerned.

8. The present paper, which has been prepared in response to the request referred to in paragraph 6 above, deals in succession, firstly, with the existing constitutional and special procedures for the examination by the I.L.O. of matters relating to human rights; secondly, with the various types of discrimination that can be identified in the field of employment and occupation in the wider context of discrimination generally; and thirdly, with some of the considerations which the Governing Body may wish to take into account in forming its view concerning the advantages and disadvantages of the various possible approaches to the problem.

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1 See below, supplementary note, p. 104.
9. Article 19 of the Constitution requires Members to submit Conventions and Recommendations to the authority or authorities within whose competence the matter lies for the enactment of legislation or other action and to inform the Director-General of the action taken. Information concerning such action is already being received and will continue to be submitted to the Committee regularly every year.

10. Article 22 of the Constitution requires the submission by Members having ratified the Convention of reports concerning its application; an increasing number of such reports will become available to the Conference as the Convention is more widely ratified.

11. Article 25 of the Constitution permits the Governing Body to request reports concerning the state of their law and practice from States not having ratified the Convention. The Governing Body has already requested Members to furnish a first series of such reports in 1962. It would, of course, be possible for it to request further reports at appropriate intervals thereafter in the same manner in which it has done for the Conventions relating to freedom of association and forced labour.

12. Articles 24 and 25 of the Constitution establish a procedure whereby representations by employers' and workers' organisations that there has been a failure by a Member to secure in any respect the effective observance within its jurisdiction of any Convention to which it is a party can be brought to the attention of the Governing Body. In the standing orders concerning the procedure for the discussion of representations adopted by the Governing Body provide for the consideration of such representations by a committee of three members of the Governing Body. These provisions are applicable to any representations which may be received concerning the failure to give effect to the Discrimination (Employment and Occupation) Convention, 1958, by a State which is a party thereto.

13. Articles 26 to 29 and 31 to 34 of the Constitution establish a further procedure whereby any Member of the Organisation or a delegate to the Conference may file a complaint concerning the alleged failure of any Member to secure the effective observance of a Convention to which it is a party. The standing orders concerning the procedure for the consideration of the Complaints which may be received concerning the Discrimination (Employment and Occupation) Convention, 1958, by a State which is a party thereto.

14. Article 37 of the Constitution provides for the reference to the International Court of Justice of any question or dispute relating to the interpretation of any Convention; this provision is also applicable to the Discrimination (Employment and Occupation) Convention, 1958.

15. It thus appears that the Constitution itself already embodies substantial provisions under which matters relating to the application of the Discrimination (Employment and Occupation) Convention, 1958, can be considered.

16. There have, however, been two cases in the field of human rights, which may be thought analogous, in which the Governing Body has thought it appropriate to supplement these regular constitutional procedures by special arrangements: freedom of association and forced labour.

**Freedom of Association.**

17. When the Freedom of Association and Protection of the Right to Organise Convention (No. 87) was adopted by the Conference in 1948 it was felt that some additional machinery might be needed to deal with allegations of infringements of the exercise of trade union rights. The essential elements of the situation may be briefly recapitulated as follows. The first step was the establishment under the joint auspices of the United Nations and the International Labour Organisation in 1949-50 of a Fact-Finding and Conciliation Commission on Freedom of Association. This Commission has not functioned in practice, as the consent of the government is required for the reference of any case to it, and such consent has never been forthcoming. The Governing Body Committee on Freedom of Association, which was originally designed to advise the Governing Body concerning the desirability of referring cases to the Fact-Finding and Conciliation Commission, has, however, developed into a body which examines on behalf of the Governing Body the substance of the allegations received. The Governing Body Committee has now considered some 250 cases during a period extending over some nine years. The Committee now considers only allegations received from the limited number of major international organisations of employers or workers which have been accorded consultative status by the Governing Body, and allegations from organisations having a direct interest in the matter or with consultative status with the Committee are so generally familiar to its members that the Committee can be attributed to three main factors: (a) the fact that the Freedom of Association and Protection of the Right to Organise Convention, 1949 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), which it has taken as the basis of its work, contain reasonably clear-cut obligations has given it a widely accepted body of principles on the basis of which to proceed; (b) the fact that only organisations with consultative status or with a direct interest in the subject-matter of the complaint are now entitled to submit allegations has increasingly protected the Committee from being submerged with an unmanageable mass of ill-verified allegations; and (c) the nature of the questions at issue has been such that the tripartite composition of the Committee has afforded a substantial guarantee that its approach to the questions submitted to it will represent a balance between conflicting views which will secure wide support. The detailed arrangements governing the work of the Committee are so generally familiar to members of the Governing Body that it is unnecessary to recapitulate them at length on the present occasion.1

18. Further arrangements relating to freedom of association were approved by the Governing Body following its consideration of the comprehensive report prepared by the Committee on the Extent of the Freedom of Employers' and Workers' Organisations to the United Nations (the McNair Committee). When this report was considered by the Governing Body at its 133rd Session (November 1956), it was felt that complementary information was needed concerning the factual position as well as the legal provisions relating to freedom of association in the different member States. In response to this request the Committee has now considered some 250 cases during a period extending over some nine years. The Committee examines on behalf of the Governing Body the substance of the allegations received. The Governing Body Committee has now considered some 250 cases during a period extending over some nine years. The Committee now considers only allegations received from the limited number of major international organisations of employers or workers which have been accorded consultative status by the Governing Body, and allegations from organisations having a direct interest in the matter or with consultative status with the Committee are so generally familiar to its members that the Committee can be attributed to three main factors: (a) the fact that the Freedom of Association and Protection of the Right to Organise Convention, 1949 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), which it has taken as the basis of its work, contain reasonably clear-cut obligations has given it a widely accepted body of principles on the basis of which to proceed; (b) the fact that only organisations with consultative status or with a direct interest in the subject-matter of the complaint are now entitled to submit allegations has increasingly protected the Committee from being submerged with an unmanageable mass of ill-verified allegations; and (c) the nature of the questions at issue has been such that the tripartite composition of the Committee has afforded a substantial guarantee that its approach to the questions submitted to it will represent a balance between conflicting views which will secure wide support. The detailed arrangements governing the work of the Committee are so generally familiar to members of the Governing Body that it is unnecessary to recapitulate them at length on the present occasion.1

Governing Body therefore authorised the preparation of a comprehensive factual survey of conditions pertaining to freedom of association in all countries, including the possibility of undertaking on-the-spot investigations, at the invitation of the government concerned. It was understood that such surveys would be confined to a factual description and would not attempt to deduce conclusions from the material brought to light. In response to invitations from the United States and the Union of Soviet Socialist Republics, missions from the International Labour Office visited these two countries in the course of 1959, and their reports were issued at the end of 1960. Further on-the-spot surveys have been undertaken at the invitations of the Governments concerned in the United Kingdom and Sweden, and the reports relating thereto are expected to be published in the course of 1961.

Forced Labour.

19. Special arrangements have also been adopted at various successive stages in recent years for the consideration of the question of forced labour. During the years from 1951 to 1953, a United Nations-I.L.O. Ad Hoc Committee on Forced Labour, the members of which were appointed jointly by the Secretary-General of the United Nations and the Director-General of the I.L.O., made a study of the nature and extent of the problems created by the existence in the world of systems of forced or “corrective” labour which are employed as a means of political coercion or punishment for holding or expressing political views and which are on such a scale as to constitute an important element in the economy of a given country. The Committee addressed a questionnaire to 81 governments, received replies from 48 of them, and also received evidence, much of it in camera, from organisations and individuals. It formulated specific conclusions concerning a number of countries and also made general observations concerning the principal systems of forced labour which its inquiry had revealed. Following the publication of the Committee’s report, the Governing Body placed the question of the abolition of forced labour on the agenda of the International Labour Conference.

20. Subsequently, the Governing Body appointed temporarily an I.L.O. Ad Hoc Committee on Forced Labour 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 for inclusion in his reports to the 39th (1956) and 40th (1957) Sessions of the Conference, at which the question of the abolition of forced labour which its inquiry had revealed. Following the publication of the Committee’s report, the Governing Body placed the question of the abolition of forced labour on the agenda of the International Labour Conference.

21. The Committee was subsequently reappointed on a temporary basis to report further to the Governing Body on the position during the period prior to the entry into force of the Abolition of Forced Labour Convention, 1957.

22. Since the entry into force of the Abolition of Forced Labour Convention, the question relating to forced labour have been dealt with through the normal constitutional procedures of the Organisation.

23. In considering how far the experience gained in connection with freedom of association and forced labour has any bearing on the question of discrimination it is necessary to consider how far the problems involved are comparable in character.

Forms of Discrimination

24. The problem of discrimination has three distinct features which it would seem necessary to take into account in determining what kind of further international action is appropriate. In the first place, it is broader, more complex, and more impalpable in character than any of the other questions in the field of human rights which have been dealt with by the International Labour Organisation; this has been fully recognised by the Conference, and it is indeed for this reason that the Discrimination (Employment and Occupation) Convention and Recommendation are so much more general and flexible than the other labour Conventions. In the second place, while the extent and forms of discrimination and the acuteness of the problems arising therefrom vary widely from one part of the world to another, there is hardly any area of the world or section of society in which some type of discrimination in some form does not exist; it is therefore important that whatever further international arrangements may be adopted should be susceptible of reasonably effective application throughout the world and should apply in an equitable manner to different types and forms of discrimination. Thirdly, while discrimination based on law still exists in the field of employment and occupation in certain countries, it is becoming increasingly rare, and, in the main, the problems of discrimination which are of concern to the International Labour Organisation are social rather than legal in character and arise out of habit and custom, including in certain cases the practice of industry and of trade unions, rather than out of legal provisions or administratives action.

25. A brief review of some of the possible grounds of discrimination will serve to emphasise the force of these considerations. The Discrimination (Employment and Occupation) Convention, 1958, applies to “any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation” and to any other distinction, exclusion or preference having such an effect which the Member concerned may decide to class as discrimination. These might include such matters as birth, property or economic condition, and such increasingly important matters as age and disablement. The concept of discrimination may also be regarded in certain cases as including the question of trade union membership, though the International Labour Organisation has always preferred to deal with this question separately as part of the problem of freedom of association and protection of the right to organise.

26. Among the matters in respect of which the Discrimination (Employment and Occupation) Recommendation, 1958, provides for equality of opportunity and treatment are—

(a) access to vocational guidance and placement services;
(b) access to training and employment of one’s own choice on the basis of individual suitability for such training or employment;
(c) advancement in accordance with one’s individual character, experience, ability and diligence;
(d) security of tenure of employment;
(e) equal remuneration for work of equal value;
(f) conditions of work, including hours of work, rest periods, annual holidays with pay, occupational safety and occupational health measures, as well as social security measures and welfare facilities and benefits provided in connection with employment.

27. The types of action which may be taken to combat discrimination are equally varied. They include the adoption of non-discriminatory employment policies by government agencies which are themselves employers; the adoption of similar policies by vocational guidance, welfare and training services which are under government control or influence; by employers as regards persons in their employment in respect of
both initial employment and subsequent advancement; by trade unions in respect of conditions of work which they seek to maintain; by both employers’ and workers’ organisations in respect of their own membership and participation in the management of their affairs; and in collective negotiations and industrial relations generally.

28. The social forces and attitudes with which such policies must contend are no less varied. Discrimination on grounds of race or colour, while altogether repugnant to the modern conscience, stems, where it still exists, from deeply-rooted prejudices or long-established customs. Sex discrimination in employment and occupation is closely linked with the status of women in society generally. Religious prejudice can still be a source of discrimination in employment and occupation; some employers may give preference to given religion or promoting workers to persons belonging to their own faith; workers themselves may prefer such persons as colleagues; and where trade unions are organised on a confessional basis, this may result in an appreciable diminution of employment or occupational opportunities. Political opinion may be either a passport to or a bar to employment, not only in public administration but also in other fields. Discrimination based on social origin may be particularly difficult to eradicate. Discrimination resulting from tribal association is likewise an expression of instinctive attitudes arising from the traditional structure of society. Prejudice in respect of foreign ancestry or birth may reflect an attitude of the native-born to the newcomer or may represent tension between groups of differing foreign origins which have not been fully assimilated into the community of which they are becoming a part.

29. The complexity, universal incidence and largely social character of problems of discrimination clearly make it a question not of choosing between systems of action but of deciding what is the best way of further action are likely to render the greatest practical service. As there is hardly any country in the world in which some question of discrimination on one or more of the grounds illustrated above, and possibly others as well, does not exist in insome degree or form or is so generally and genuinely believed to so exist by some segment of the public opinion in the country concerned or by critics in other countries, it is clearly desirable that the leading objective in exploring new possibilities of international action should be to unite the whole world in a sustained effort to eliminate the forms of discrimination which still exist, rather than to exacerbate the political and social tensions which arise from the emotional undertones of the problem. The issues involved are such that great caution is clearly required in order to secure constructive and effective results, and it is equally clear that discrimination constitutes an issue which arouses such intense feeling throughout the world that a further and urgent effort is required to make fully effective the principles set forth in the Discrimination (Employment and Occupation) Convention and Recommendation, 1958, which are in themselves simply a more detailed reiteration of the basic principle set forth in the Declaration of Philadelphia, to which all Members of the Organisation are pledged by their acceptance of it, namely the principle that “all human beings, irrespective of race, creed or colour, are equal before the law and are entitled enfranchised to enjoy all their fundamental rights and freedoms in the sphere of economic and social security and of freedom and dignity, of economic security and equal opportunity ”.

Possible Types of Special Machinery

30. When setting out the various factors militating for or against establishing special machinery to promote observance of the Discrimination (Employment and Occupation) Convention, 1958, as well as for or against retaining the principle contained in the complementary Recommendation, it should first of all be borne in mind that action in this field already lies at the core of the policy and activities of the I.L.O. and has shaped the conclusions of the Conference and other forms of I.L.O. action in a wide variety of fields including research, standard-setting activities, advisory services to governments, operational work in respect of training and otherwise, and educational activities. The principle of non-discrimination expressed in the Declaration of Philadelphia as enunciated above has indeed been one of the major forces in all the work of the I.L.O. in recent years and will continue to be so. Familiar illustrations of the observance of this fundamental principle may be found in the new vocational training and employment organisation, freedom of association, protection of migrant workers, equal remuneration for work of equal value, social security, and social policy in non-metropolitan territories.

31. Despite the action already taken or in progress to combat discrimination in these and other fields under the normal constitutional and special procedures evolved through the years, it nevertheless remains clear that an international organisation such as the I.L.O. may not merely to consolidate progress in individual sectors but to attack and eradicate the problem at its source, that is by taking action designed to overcome the kinds of prejudices and social customs which underlie discrimination in its various forms, including those commonly encountered in the field of employment and occupation.

32. The foregoing considerations suggest that an educational and promotional approach to the problem might, initially at any rate, constitute an appropriate method of mobilising all available resources to give, through the force of enlightened public opinion, the requisite stimulus in favour of official policy and voluntary action towards abolishing discrimination in all its aspects.

33. Having carefully reviewed the background to this question in the light of the desires and opinions expressed in the Conference and the Governing Body on the topic of special machinery to promote observance of the Discrimination (Employment and Occupation) Convention and Recommendation, 1958, the Director-General considers that flexibility should be the keynote of any proposals that may be formulated at the present stage. Until fuller experience of the results of working the regular constitutional machinery becomes available in this respect, it would perhaps be prudent to defer a final judgment on the desirability and feasibility of establishing further machinery of a long-term character. Any interim decision that the Governing Body may wish to take whether positive or negative in character—might therefore be considered provisional.

34. It would seem desirable that a provisional programme of further action in this field, if appropriate, should include both of the elements mentioned in the Conference resolution as calling for attention, namely “ the promotion of universal respect for and observance of human rights and fundamental freedoms based on the dignity and worth of man ” and to “ follow up and report on discriminatory policies and practices ”.

35. Important initial steps for such following up and reporting have already been taken by providing for half-yearly reports in the Governing Body of the progress of ratification of the Convention and for a full review of the position in 1953 on the basis of reports both from States having ratified and from States not having ratified the Convention by the Committee of Experts on the Application of Conventions and Recommendations. On the completion of this survey the Governing Body would be in a better position to judge how far further machinery is necessary and appropriate.

36. Meanwhile, the balance of advantage would appear to lie in favour of an educational and promotional type of programme which would be both wider in scope and more flexible in action than any available alternative. A tentative choice in this direction would seem to be indicated, not only by considerations of flexibility and circumspetion in tackling a peculiarly difficult and complex situation, but also by the fact that other pre-
cedents concerning special machinery in respect of freedom of association and forced labour questions do not appear to be applicable to the circumstances in this case, and that such machinery can hardly be expected to cope with a problem of much larger dimensions to the satisfaction of all concerned.

37. A procedure for investigating allegations of discrimination would involve problems of great difficulty. The first question which would arise would be that of determining who should be authorised to submit allegations; in the field of discrimination there are, so to speak, no natural criteria such as those which have been adopted for freedom of association allegations. The second question would be what kind of allegations can be submitted. Allegations of discrimination would probably be of two main types: those relating to discrimination of an individual or local character in respect of which the evidence might be conflicting or difficult to appraise and, particularly in view of the subtle forms which discrimination may often take, would scarcely lend themselves to fair appraisal and action through an international procedure for the examination of allegations. Other allegations would relate essentially to national policies or traditions involving matters of a highly political character in respect of which findings reached internationally might exacerbate rather than attenuate conflicting views and attitudes in the country concerned. The third question would be that of the degree of cooperation from governments necessary to permit of the operation of such a procedure; except in so far as the allegations related to legislation or other matters in respect of which there could be no conflict of evidence, it would be difficult or impossible to reach useful and valid conclusions without the continuing cooperation of the governments concerned. The fourth question would be that of the standards of policy to be applied by the body responsible for examining allegations; while any such body would, of course, be guided by the provisions of the Declaration of Philadelphia and the Discrimination (Employment and Occupation) Convention, 1958, it would be called upon to exercise discretion and judgment over a much wider field than the Committee on Freedom of Association, which has more detailed and precise international standards available for its guidance. The fifth question would be that of constituting a suitable body for the examination of allegations which would command general confidence, given the complexity of the problems involved and the sharply conflicting views held in different parts of the world. The sixth question would be the sheer scale of the problem; the number of questions liable to be raised and intrinsic of the matters requiring investigation if they were raised are such that very substantial staff and resources would be necessary to deal with them effectively. None of these difficulties would be alleviated by an allegations procedure to be regarded as the right approach to the problem, but it may be anticipated that wide divergencies of view would have to be reconciled before practical results could be secured. A number of important considerations must therefore be weighed before determining whether an allegations procedure represents the approach likely to yield the most valuable results.

38. A procedure involving on-the-spot surveys would likewise present formidable difficulties. The rate at which progress could be made would depend on the number of invitations received from governments prepared to extend the necessary facilities, and would be limited by the availability of resources. Anything on a world-wide scale would take many years to accomplish, and the actual preparation of surveys would involve difficulties considerably greater than those which have been encountered in the freedom of association surveys undertaken thus far.

39. The United Nations has explored a third possibility, that of organising seminars to study various aspects and methods of preventing discrimination in countries where acute problems exist and which issue invitations for the holding of seminars on their territory, but this suggestion has hitherto evoked no practical response from governments. It is perhaps significant that the United Nations has not yet found it practicable to establish any procedure for the systematic examination by an international body of allegations of infringements of human rights involving discrimination.

40. An educational and promotional type of programme would appear to offer much brighter prospects of constructive results in the immediate future. Such a programme would be distinct from, though complementary to, the normal constitutional machinery governing the application of the Discrimination (Employment and Occupation) Convention, 1958, which was mentioned separately in the resolution adopted by the Conference at its 441st (1960) Session and in the previous discussion on that resolution which took place at the last session of the Governing Body. Its suitability to the circumstances of this case would seem to be indicated by the fact that there has hitherto been little objective analysis of the comparative efficacy of the different methods being used to implement national policies of non-discrimination in employment, and misunderstanding concerning current facts and problems is widespread.

There is, for instance, still a widespread misconception that discrimination in employment stems from the attitudes of governments and/or private employers only, and that the only way to cope with the problem can rapidly be achieved by legislation. There is little understanding of the complexity of the problem, of the difficulty of establishing the extent to which the discrimination exists, of correcting proven instances and of dealing with the causes which lead to them.

41. If, therefore, there is a clear need for fuller knowledge of the whole subject of action against discrimination in employment, with a view to determining the most suitable methods, of the results achieved, and of the problems being encountered, the subjects which need examination might include the following:

(a) arrangements by governments to bring together all the organisations concerned with the problem—employers' and workers' organisations and those representing interests especially vulnerable to discrimination—in formulating national policy and in carrying out a programme which will assure that any cases of discrimination in employment are brought to public notice, receive objective examination and, if substantiated, receive a rapid remedy;

(b) arrangements by employers' and workers' organisations to ensure that there is no discrimination in employment coming under their own control, such as appeals machinery in relation to employment in government service and the inclusion of non-discrimination clauses in public contracts;

(c) arrangements by governments to ensure that there is no discrimination in the work of the vocational guidance, vocational training and employment services; the constructive role of the employment service in bringing about full equality of opportunity without discrimination and thus assisting in the maximum utilisation of the available manpower resources;

(d) arrangements by employers' and workers' organisations to see that no discrimination is practised by their constituent members or branches;

(e) ways in which governments seek to prevent discrimination in the public sector, machinery for receiving, examining and investigating complaints and for correcting instances of discrimination revealed; relative efficacy of voluntary conciliation and enforceable orders;

(f) publicity given to activity in this connection and governmental measures to foster public acquaintance with the principles of non-discrimination in employment.

Thus, the research side of such a programme might fall into two main categories:

(a) general analysis of forms of discrimination in employment (their causes, economic and social effects and policies to combat such discrimination); and

(b) more detailed case studies of "good practice" showing the efficacy of specific measures adopted to combat discrimination in employment while relating these measures carefully to the particular circumstances of the case.

In all research on this subject the accent would be upon positive action rather than upon criticism of specific situations.

One way of pooling knowledge, experience and ideas on these various activities would be to bring together persons from the different countries already engaged in the field of investigation and to listen to reports of their programmes of this kind and persons from countries about to embark on programmes of non-discrimination. The former would include experienced administrators from government anti-discrimination bodies, employers' and workers' organisations, and in certain cases, from non-governmental organisations where these have been particularly active in this work. The objective would be to bring all the different types of activities being undertaken and to compare their efficacy. Such discussions could lead to the recommendation of specific types of programmes adapted to the varying needs of the countries concerned. These recommendations would form the basis for any technical assistance which the Office might be requested to provide to individual countries in the organisation of programmes for the elimination of discrimination in employment. If the Governing Body should regard this subdivision as worth pursuing, the Director-General would submit more detailed proposals and information concerning the budgetary implications in due course.

As regards dissemination of the information and pooling of the ideas that would thus be gathered together, a special series of publications might be envisaged (e.g. on the analogy of the labour-management relations series) which would be designed to be put into the hands of interested organisations. These publications might also be useful in the regular educational programmes of the I.L.O. (workers' education, management development, labour-management relations and the International Institute for Labour Studies). The use of case studies of the types suggested above might be particularly valuable in educational work, since they would lend themselves to discussion as to the applicability of different types of measures successful in one country to the conditions of another, possible adaptations, etc.

There is a need in workers' educational programmes for simple and attractive study materials based on the principles of the relevant Conventions and Recommendations, and enlivened with concrete cases and illustrations of successful methods of combating discrimination. Trade unions in some countries, e.g. the American Federation of Labor and Congress of Industrial Organisations (A.F.L.-C.I.O.) in the United States, have done some work in producing educational material in the field of anti-discrimination. The Director-General therefore proposes to examine the possibility of including in the existing Workers' Education Manual series a manual relating to discrimination.

It would also seem desirable to enlist the active participation of the competent international non-governmental organisations interested in various aspects of the problem of discrimination. It might be possible to invite such organisations to participate in an educational and promotional programme concerning discrimination in the following ways:

(a) through consultation as to the anti-discrimination measures to be promoted;

(b) by requesting their practical help in the elaboration of a programme;

(c) in calling on them actively to further the objectives of the Office programme.

The Governing Body may therefore wish to consider the possibility of inquiring international non-governmental organisations on the Special List having special competence in the employment field to make an appropriate contribution at appropriate stages in the programme and to further its objectives through the means at their disposal.

If the Governing Body should decide, in principle, to proceed on the assumptions outlined above, it would be necessary, in order to permit of a sustained effort on a scale commensurate with the importance of the problem, to provide adequate resources for the practical implementation of the proposed educational and promotional programme.

While an educational programme relating to policies and measures in the employment field designed to combat discriminatory practices lies clearly within the exclusive competence of the I.L.O., an attack upon the root social causes of discrimination involves broader issues, since the attitudes which lead to discrimination in employment are often identical to those leading to discrimination in other matters. Consultations with the United Nations and other international organisations which may be concerned is therefore desirable.

The Governing Body considers that the above suggestions represent the right line of approach it may wish to decide in principle that it favours the adoption on an educational approach to the whole matter as fully as may be necessary twice a year. The Governing Body may therefore wish to consider the possibility of inviting international non-governmental organisations on the Special List having special competence in the employment field to make an appropriate contribution at appropriate stages in the programme and to further its objectives through the means at their disposal.

It may be convenient to summarise the effect of so proceeding.

(1) The decision already taken by the Governing Body at its 147th Session that special progress reports on the action taken as regards the Discrimination (Employment and Occupation) Convention, 1958, should be submitted to the Governing Body at its spring and autumn sessions will give the Governing Body an opportunity to consider and debate the whole matter as fully as may be necessary twice a year.

(2) The special survey to be made by the Committee of Experts on the Application of Conventions and Recommendations in two years' time in accordance with the decision taken by the Governing Body at its 147th Session will afford an opportunity for a full review of the position by the Conference in 1953.

(3) The general principles relating to non-discrimination set forth in the Declaration of Philadelphia and the Discrimination (Employment and Occupation) Convention, 1958, will continue to be the basis of the all research, standard-setting, operational and educational activities of the Organisation.

(4) The Director-General will submit detailed proposals for an intensified promotional and educational programme to combat discrimination to the 150th Session of the Governing Body (November 1961).

(5) Following the discussion by the Conference of the general survey to be made by the Committee of Experts on the Application of Conventions and
Supplementary Note

Progress Report on Action Taken as regards the Discrimination (Employment and Occupation) Convention, 1958 (No. 111)

1. At its 147th Session the Governing Body decided to address a special appeal to all States Members which had not yet ratified the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), drawing their attention to the fundamental importance of this instrument and inviting them to consider the possibility of ratifying it.

2. The Governing Body’s special appeal was communicated to governments by the Director-General by letter of 1 December 1960. Thus far 23 governments have replied to this letter. The present paper reviews the information received in this way and other data which have become available on the ratification of the Convention.

3. Since the last session of the Governing Body the Convention has been ratified by three further States, Pakistan, the Philippines and Yugoslavia, thus bringing the total number of ratifications of the Convention to 16.

4. The national authorities in the following three countries approved the ratification of the Convention on the dates indicated:

   Mexico (January 1961).

It is expected that the instruments of ratification will be deposited shortly.

5. In the following six cases the Convention was submitted to the legislative authorities, on the date indicated, for approval:

   Brazil (November 1959).
   Chile (June 1959).
   Ecuador (October 1960).
   Iceland (June 1960).
   Italy (June 1960).
   Switzerland (January 1960).

6. The following five States have informed the Director-General that ratification of the Convention is contemplated: Costa Rica, Cuba, Dominican Republic, Malagasy Republic and Venezuela.

7. Three States, Ghana, El Salvador and Turkey, have indicated that the possibility of ratification is being considered and that the Office will be informed of any decision taken.

8. The following States indicated in reply to the letter that ratification was not possible at present and set out the reasons for this impossibility:

   Ireland (because of the inclusion within the scope of the Convention of distinctions in employment and occupation based on sex).
   New Zealand (the need to make further progress towards conformity with the Equal Remuneration Convention, 1951 (No. 100), and the need to await results of the comprehensive survey being undertaken in respect of the Indigenous and Tribal Populations Convention, 1957 (No. 107)).
   Spain (because the present time is considered inappropriate).
   United States (the matters dealt with in the Convention are partly within the jurisdiction of the states and partly within that of the federal Government).

9. The Government of Canada wrote giving information on progress made in applying the provisions of the Convention within its territory, especially in the passing of fair employment practices legislation and equal pay legislation in six provinces.

10. The following States merely acknowledged receipt of the letter: Argentina, Cyprus, Paraguay and the United Kingdom.

11. The current position may thus be summarised as follows: 16 States have ratified the Discrimination (Employment and Occupation) Convention; in three other countries its ratification has been approved by the national authorities; in six further countries the Convention has been submitted to parliament for approval; five governments have signified their intention to ratify the Convention.

12. The First African Regional Conference of the I.L.O., meeting in Lagos in December 1960, adopted a resolution on the preparation, ratification and application of international labour Conventions and Recommendations, which drew the particular attention of African States to certain Conventions dealing with fundamental human rights, “the ratification and strict application of which should be regarded by all African States as a question of honour and prestige”. The Discrimination (Employment and Occupation) Convention is among those included in this group. A proposal has been submitted to the Governing Body (sixth item on the agenda) that it should endorse this solemn appeal and bring it to the particular attention of the governments concerned.

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1 Bulgaria, Denmark, Guatemala, Guinea, Honduras, India, Iraq, Israel, Liberia, Norway, Portugal, Tunisia and the United Arab Republic had ratified previously.
APPENDIX X

Tenth Item on the Agenda: Proposal for the Amendment of Article 7 of the Constitution of the International Labour Organisation relating to the Composition of the Governing Body

Text of the Proposal

1. At its 147th Session the Governing Body was informed 1 that the Director-General had received a letter dated 21 June 1950, signed by a number of Government delegates to the 44th (1946) Session of the International Labour Conference, proposing certain amendments to paragraphs 1, 2, 3 and 4 of article 7 of the Constitution. Such amendments, as stated by many delegates in their contribution to the general discussion of the Director-General's Report, are recommended in order to meet the rapid growth of the I.L.O. membership, involving a relative increase in number of agricultural countries.

The objective of the proposed amendments is not only to increase the number of seats on the Governing Body, but also to realise a more equitable and comprehensive representation of various sectors of the economy.

In accordance with article 36 of the Standing Orders, the undersigned would like to put the question before the November session of the Governing Body, with a view to include, in due time, the proposed amendments in the agenda of the 45th Session of the International Labour Conference.

Proposed Amendment to the Constitution.

"Redraft paragraphs 1, 2, 3 and 4 of article 7 as follows:

1. The Governing Body shall consist of forty-eight Members of chief industrial or agricultural importance, and twelve Members representing various geographical groups, with due consideration to geographical and occupational representation. Ten shall be appointed by the Employers' delegates and the Workers' delegates to the Conference, respectively.

2. Of the twenty-four persons representing governments, twelve shall be appointed by the Employers' and twelve by the Workers' groups, the Members selected for that purpose by the Government delegates to the Conference, excluding the delegates of the twelve Members mentioned above.

3. The Governing Body shall as occasion requires determine which are the Members of chief industrial or agricultural importance and shall make rules to ensure that all questions relating to the selection of the Members of chief industrial or agricultural importance are considered by an impartial committee before being decided by the Governing Body. Any appeal made by a Member from the declaration of the Governing Body as to which are the Members of chief industrial or agricultural importance are considered shall not suspend the application of the declaration until such time as the Conference decides the appeal.

4. The persons representing the employers and the persons representing the workers shall be elected respectively by the Employers' delegates and the Workers' delegates to the Conference, with due consideration to geographical and occupational representation."

2. The letter is signed by—

Mr. M. SEIN MAUNG (Burma).
Mr. M. SAID SALAMA (United Arab Republic).
Mr. M. Tewfiq (Sudan).
Mr. Worku HABTE-WOLD (Ethiopia).
Mr. Antoine TRIANTAFYLOU (Greece).
Mr. Roseller T. Lim (Philippines).
Mr. Jovan S. POPOVIĆ (Yugoslavia).
Mr. Hamid ALI (Pakistan).
Mr. M. NAIMUDDIN (Pakistan).
Mr. Nouch LADHARI (Tunisia).
Mr. A. A. BAHRAHY (Iran).
Mr. N. L. ABEWIRA (Ceylon).
Mr. NGUYEN-LÊ-GIANG (Viet-Nam).
Mr. Malal HUVANANDANA (Thailand).
Mr. T. ABDUL HADI (Iraq).
Mr. A. DASHWORTH WILSON (Liberia).
Mr. Mohamed ZOG'AR (Libya).
S. T. NETTEY (Ghana).
Mr. H. KAGHAD (Morocco).
Mr. Soefan TSOERI (Indonesia).
Mr. A. M. ZAKARYA (Afghanistan).
Mr. Hugo DE ARAUJO FARIA (Brazil).

Size and Composition of Governing Body since 1919

3. The document placing the above proposal before the Governing Body at its 147th Session contained the following factual review of developments affecting its size and composition since the I.L.O. was constituted in 1919.

4. The Governing Body at present consists of 40 titular members and 30 deputy members (ten for each group). In addition substitute deputy members have been appointed by the Employers' and Workers' groups, the present numbers being 11 in respect of the Employers' group and ten in respect of the Workers' group, making a total of 91 persons.

5. The Governing Body as originally constituted in 1919 consisted of 24 persons: six representatives of Governments, six of Employers and six of Workers. Of the 12 Government representatives, eight were nominated by the member States of chief industrial importance. In 1922 the International Labour Conference agreed to increase the number to 32 persons: 16 Government representatives, eight representatives of Employers and eight of Workers. Of the 16 Government members, eight were to be appointed by the member States of chief industrial importance; of the total of 16 member States represented, six had to be non-European States. Moreover, two of the Employers' and two of the Workers' representatives had to belong to non-European States. The increase in numbers agreed on in 1922 did not come into force until 1934.

6. The membership figure remained at 32 from 1934 until 1953.

7. In 1953 a further amendment to the Constitution increased the size of the Governing Body from 32 to 40 persons, of whom 20 represent Governments, ten Employers and ten Workers. Of the 20 persons representing Governments, ten were appointed by the Members of chief industrial importance. This is the present composition.

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1 See Minutes of the 147th Session of the Governing Body, Appendix XIX, 3rd supplementary report of the Director-General, paras. 1-3, pp. 117-118.
8. Under various Standing Orders of the Conference and of the Governing Body, provision is also made for the appointment of deputy members of the Governing Body. There are ten deputy Government members, ten deputy Employers' members and ten deputy Workers' members. These deputy members have the right to be present at the sittings of the Governing Body and to speak with the permission of the Chairman. The travelling and subsistence expenses of all the Employers' and Workers' deputy members are paid by the I.L.O., as are those of titular members of these two groups. This, in effect, means that a total of 70 persons—30 representing Governments, 20 Employers and 20 Workers—are closely and continuously associated with and participate in the work of the Governing Body. This figure of 70 is increased to 92 if one adds the substitute deputy members representing Employers, referred to in paragraph 4, who may participate in the work of the Governing Body in particular circumstances, and to an even greater number if one adds representatives of governments who attend as observers on occasions when matters of particular interest to them are under discussion and who may speak with special authorisation.

Discussion of the Proposal at the 147th Session of the Governing Body

9. During the discussion at the 147th Session 15 Government representatives, as well as spokesmen for the Employers' and Workers' groups, expressed varying degrees of sympathy or support for the proposal or the ideas which had prompted it. Many speakers, however, accompanied their remarks with reservations on particular aspects of the proposal, or drew attention to the difficulties which might lie in the way of securing its implementation and to the possible disadvantages which it might entail. At the end of the discussion the Director-General was asked to submit a further document to the present session dealing with all the aspects of the question and taking into account the points raised and the views expressed during the discussion.

Analysis of the Proposal and Its Possible Consequences

10. The proposal as made contains two essential features: the addition of eight regular Governing Body seats, and the institution of two Government seats, reserved for the Members of chief agricultural importance, thus increasing the number of regular members of the Governing Body from 40 to 48.

11. Those who spoke in favour of the proposal without reservation at the 147th Session urged that the growth in membership of the Organisation since 1953 made such an increase necessary to provide for equitable representation, particularly as regards the newly independent, developing, and mainly agricultural countries of Africa and Asia, and that the advantages for the Organisation of such fuller and more diversified representation outweighed any possible danger of unwieldiness. It was also pointed out that, compared with the executive bodies of other organisations in the United Nations family, a Government membership of 24 was not excessive.

12. The present composition of the Economic and Social Council of the United Nations and of the executive bodies of various specialised agencies is as follows:

<table>
<thead>
<tr>
<th>Economic and Social Council</th>
<th>18 Members of the United Nations elected by the General Assembly for a period of three years.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food and Agriculture</td>
<td>25 (plus independent Chairman).</td>
</tr>
<tr>
<td>Organisation of the United Nations</td>
<td></td>
</tr>
<tr>
<td>United Nations Educational, Scientific and Cultural Organisation</td>
<td>24</td>
</tr>
<tr>
<td>World Health Organisation</td>
<td>24</td>
</tr>
</tbody>
</table>

World Meteorological Organisation 18 (including six Presidents of Regional Associations).

International Civil Aviation Organisation 21
International Monetary Fund 18
International Bank for Reconstruction and Development 18
International Labour Organisation: Government members 20 (plus ten deputy members).
Employers' and Workers' members 20 (plus 20 deputy members and 21 substitute deputy members).

During the first part of the 15th Session of the General Assembly of the United Nations proposals to increase the size of the Security Council from 11 to 13 and the size of the Economic and Social Council from 18 to 24 were defeated in the Special Political Committee of the General Assembly by 36 votes to 42 with 17 abstentions and by 38 votes to 41 with 17 abstentions respectively.

13. Other speakers emphasised that increased size might lead to diminished effectiveness. In this connection the document submitted to the 147th Session had recalled that the Conference Delegation on Constitutional Questions had considered, when the regular membership of the Governing Body was 32, that an increase in the size of the Governing Body would make it too large for effective working and thus make the appointment of an executive committee of the Governing Body almost inevitable. The appointment of such a committee would introduce a further complication into the machinery of the Organisation and would probably result in impeding rather in expediting the efficient performance of the tasks entrusted to the Organisation. One Government representative thought that if the size of the Governing Body were increased the only solution for the effective conduct of business would be to institute a small executive committee to deal with purely administrative matters. This was opposed by other speakers as being tantamount to the creation of a form of supra-Governing Body, thus largely defeating the purpose of the original proposal. In view, moreover, of the specific functions allotted by name to the Governing Body under the Constitution, such a development would probably require more far-reaching constitutional amendments than the original proposal, and might be counteracted by the election of members to serve on such a committee would be attended with even graver problems, in view of its reduced size, than the election of members of the present Governing Body.

14. At the time of the enlargement of the regular membership of the Governing Body from 32 to 40 in 1953 there was strong pressure for a corresponding increase in deputy membership. If the experience of 1953 were to be repeated and the same number of additional deputy seats as regular seats created, the effective size of the Governing Body would rise, not from 40 to 48, but from 70 (40 regular plus 30 deputy members) to 84 (48 regular plus 36 deputy members). Adding the second deputy seats of Employers and Workers, at present 21, the total Governing Body strength would be 105. The number of persons potentially associated with Governing Body sessions would be even higher if the Government observers and other representatives mentioned in paragraph 8 above were included.

15. Such developments would have financial implications of two kinds. Any increase in the number of the Employers' and Workers' regular members whose travel and subsistence expenses are paid by the Organisation would increase the cost of Governing Body sessions to a significant extent, and the increased cost would be even more considerable if the precedent of 1953 were followed and the number of Employers' and Workers' deputy members, whose travel and subsistence expenses were paid by the Organisation, were likewise correspondingly raised. Secondly, it would almost certainly be necessary...
to expand the Governing Body room, probably with extensive structural alterations to the building, if the present sitting arrangements were to be maintained.

16. The effect of such necessary budgetary appropriations on the work of the Organisation would be difficult to foresee, but it may be recalled that one speaker expressed apprehension during the discussion at the 147th Session lest an increase in the administrative costs of the Governing Body might result in penalising some other essential services.

17. As indicated in paragraph 10 above, the proposal as formulated envisaged, apart from a flat increase in size of the Governing Body, the appointment of two non-elective Government seats to be filled by the Members of chief agricultural importance. In the discussion at the 147th Session several speakers expressed reservations on this particular aspect of the proposal as being impracticable or undesirable, and it was suggested that it might be more satisfactory if any additional Government seats were to be filled by election.

18. It may be convenient to recall in this connection that when the criteria for determining the industrial importance of member States were last reviewed in 1954 by an expert committee set up for the purpose, it was unanimously agreed that the following criteria and weights were most appropriate at that time for judging the industrial importance of member States:

<table>
<thead>
<tr>
<th>Criterion</th>
<th>Weight</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contributions to the I.L.O.</td>
<td>3</td>
</tr>
<tr>
<td>National income</td>
<td>3</td>
</tr>
<tr>
<td>Foreign trade</td>
<td></td>
</tr>
<tr>
<td>Economically active population</td>
<td>1</td>
</tr>
</tbody>
</table>

19. Two points in connection with these criteria are of importance as regards the proposals now made by certain delegates for changes in article 7 of the Constitution. The first is that national income is not earned merely from manufacturing, but covers the entire range of economic activity and includes, for example, not only the income arising from manufacturing (including cottage and home production), mining and construction, but also the share arising from agriculture. Equally the criterion relating to the economically active population embraces the active population engaged in all kinds of activities, including both industry and agriculture.

20. It is therefore clear that in judging the industrial importance of member States the component of the national income arising from agriculture is taken into account on the same basis as the components arising from other activities and that, as regards the criterion relating to economically active population and foreign trade, the contribution of agriculture is assessed on the same basis as that of manufacturing or mining for example. All this coincides with the interpretation of the terms "industry" and "industrial" given by the Permanent Court of International Justice on 12 August 1922.

21. It is difficult to say what would be the effect of changes in the criteria designed to judge the importance of member States from the point of view of "agriculture" as opposed to "industry". It is doubtful whether it would be practical to isolate certain activities of a particular kind from the sum total of economic activity and base criteria for judging the importance of member States upon them, and in any case it might prove to be an artificial and academic exercise. It is evident from a reading of the list of the ten member States at present regarded as of chief industrial importance (Canada, China, France, Federal Republic of Germany, India, Italy, Japan, Union of Soviet Socialist Republics, the United Kingdom and the United States) that in a number of them "agricultural" activities are no less important than "industrial" activities in the restricted sense of the term. At first sight, and having regard to the criteria which appear most logical to use, it is likely that the two countries of chief agricultural importance would be two of the present States of chief industrial importance. Efforts to find solutions based on something less than an assessment of the total economy of the countries concerned might well end in artificial methods of selection which would be unsatisfactory to all concerned.

**Possible Alternative Courses of Action**

22. During the course of the discussion at the 147th Session a number of speakers, in asking the Director-General to study further all aspects of the problem, suggested that there might be some other acceptable formula which would attain the same objective as the proposal. A Government representative asked for investigation of alternative approaches, and one of the spokesmen for the Workers' group requested in particular that the Director-General should study the possibility of satisfying the desire of all member States for an increase of the present constitutional size of the Governing Body.

23. One of the main advantages of any such alternative solution, if an acceptable one could be found, would be that it could be put into effect at the next session of the Conference, without waiting for the next Governing Body elections in 1963, by means of an amendment to the Standing Orders, which are not governed by the same lengthy procedure as is required for an amendment to the Constitution.

24. The action taken by the Governing Body in 1951 when faced with a similar problem provides a pointer to a solution of this kind.

25. At the 111th Session (March 1950), following a resolution adopted by the Second Asian Regional Conference in January 1949 calling for more equitable and adequate representation of Asian countries in the Governing Body and its various committees, the Governing Body requested the Director-General to study any methods whereby satisfaction might be given to the desire of all Members of the Organisation to be more closely associated with the work of the Governing Body and its committees.

26. At that time the rulers governing the appointment and rights of deputy members under article 3 of the Standing Orders of the Governing Body were as follows:

1. Each of the Governments represented on the Governing Body may appoint for their regular delegate a deputy member of different nationality.

2. The Employers' and Workers' groups may each appoint eight deputy members, the travelling and subsistence expenses of four of whom from each group shall be paid out of the funds of the International Labour Organisation.

3. Deputy members have the right to be present at the sittings of the Governing Body and to speak with the permission of the Chairman asked for in writing.

4. They have not the right to vote.

5. In the absence of the regular member and of his substitute if he has one, the deputy member has all the rights of the regular member.

6. The deputy member is required to furnish the Chairman with his credentials of appointment in writing.

27. At the 114th Session (March 1951) the Director-General suggested that the Governing Body might wish to give consideration to the possibility of adopting for the purpose of appointment of Government deputy members a collegiate system similar to that already applied in the other two groups, and that at each Governing Body election the Government electoral college as a whole
should elect eight governments which would act collectively as deputy Government members for the eight States holding elective seats in the Governing Body. The Governing Body adopted this suggestion, thus instituting the present system of Government deputy membership, which had not previously existed. When the regular membership of the Governing Body was raised from 32 to 40 in 1953, the number of Government deputy members was increased from eight to ten.

28. The only constitutional provision relating to deputy membership of the Governing Body is article 7, paragraph 6, of the Constitution, which reads as follows:

The method of filling vacancies and of appointing substitutes and other similar questions may be decided by the Governing Body subject to the approval of the Conference.

The number of deputy members of the Governing Body is regulated at present by section G of the Standing Orders of the Conference, article 49, paragraph 4, of which reads as follows:

The Government electoral college shall also select ten other Members of the Organisation, the governments of which shall be entitled to appoint deputy Government members of the Governing Body.

There is thus no constitutional obstacle to the appointment of Government deputy members in excess of ten, and all that is required is that the Conference should approve the necessary amendment of the relevant provisions of the Standing Orders.

29. In these circumstances the Governing Body may wish to consider whether the present problem could not be met by increasing the number of Government deputy members of the Governing Body to some acceptable figure, possibly 12, 14 or 16.

30. Such a solution, if acceptable, would have the additional advantage that it would not necessarily entail an increase of Employers’ and Workers’ deputy members of the Governing Body. The Employers’ and Workers’ groups already have the same number of deputy as of regular members, while the Government group has at present only ten deputy members as against a regular membership of 20. It may be noted in this connection that during the discussion at the 147th Session a number of speakers suggested that the possible disadvantage of increasing the size of the Governing Body from the standpoint of efficiency might partly be overcome by delegating more work to Governing Body committees. Article 3, paragraph 4, of the Standing Orders of the Governing Body provides that deputy members may be appointed by the Governing Body as titular members of committees of the Governing Body.

31. Another alternative would be to make use of the possibility for governments represented on the Governing Body to appoint for their regular delegate a substitute representative of a different nationality. In this connection the report of the Committee on Standing Orders to the 34th (1951) Session of the Conference, at which the amendment to the Standing Orders of the Conference introducing the present system of Government deputy membership was adopted, contained the following passage 1:

At the same time, the Committee noted that the Constitution of the International Labour Organisation does not preclude a Government represented on the Governing Body from appointing a substitute member of another nationality, and that such appointments would be permitted if the Governing Body were so to amend paragraph 1 of article 4 of its Standing Orders.

32. Yet another possibility would be for the Governing Body, if it thought such a course useful, to draw the particular attention of the Government electoral college, in connection with the renewal of the composition of the Governing Body at the 1963 Session of the International Labour Conference, to its strong desire that steps should be taken to ensure equitable and adequate representation of the newly independent, developing, and predominantly agricultural countries in the Governing Body. This would in effect require a certain redistribution of Government elective seats, such as was proposed by a number of countries in the Special Political Committee of the United Nations during the first part of the 15th Session of the General Assembly in connection with the question of an increase in the membership of the Security Council and the Economic and Social Council.

33. If the Governing Body so desired, there would be no difficulty in applying several of the possibilities outlined in this section of the paper in conjunction with each other, thus reinforcing their total effect.

Provisions Governing Amendments to the Constitution

34. For the convenience of members of the Governing Body the provisions of the Constitution and Standing Orders governing amendments to the Constitution are reproduced below. [These texts are not reproduced here. See Constitution of the International Labour Organisation and Standing Orders of the International Labour Conference (Geneva, I.L.O., 1961), article 36 of the Constitution and articles 46 and 47 of the Standing Orders of the Conference.]

35. In accordance with article 46, paragraph 2, of the Standing Orders of the Conference, if the Governing Body should decide to place a proposal for the amendment of the Constitution on the agenda of the Conference, it would be necessary for it to define precisely the wording of the item. On the last occasion, in 1953, the item was defined as follows: ‘Substitution, in the provisions of the Constitution of the Organisation relating to membership of the Governing Body, of the figures ‘forty’, ‘twenty’, ‘sixteen’ and ‘ten’ for the figures ‘thirty-two’, ‘sixteen’, ‘twelve’ and ‘eight’. ‘”

APPENDIX XI

Eleventh Item on the Agenda: Reports of the Committee on Freedom of Association

The 50th and 52nd reports of the Committee on Freedom of Association, which were adopted by the Governing Body at its sixth sitting (see above, pp. 44-45), are not reproduced here. The text will be found in the Official Bulletin of the International Labour Office. ¹


The text of the 53rd report of the Committee will, after examination by the Governing Body at its 149th Session in accordance with the approved procedure, also be published in the Official Bulletin. ¹


APPENDIX XII

Twelfth Item on the Agenda: Reports of the Financial and Administrative Committee

The first and second reports of the Financial and Administrative Committee, being of a confidential nature, are printed separately in accordance with the usual procedure. The third report and its annexes, containing the budget estimates for 1962, are published in the report on financial and budgetary questions submitted to the 45th Session of the International Labour Conference. ¹


APPENDIX XIII

Thirteenth Item on the Agenda: Report of the Allocations Committee

The report of the Allocations Committee is published in the report on the second item of the agenda submitted to the International Labour Conference at its 45th Session. ¹

APPENDIX XIV

Fourteenth Item on the Agenda: Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

I. The Committee on Standing Orders and the Application of Conventions and Recommendations met on Friday, 3 March 1961, under the chairmanship of Mr. de la Fuente Locker.

Application of Conventions and Recommendations


2. At its 147th Session the Governing Body decided that reports under article 10 of the Convention should be called for in 1962 on the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). In view of the special importance of this instrument, as emphasised during the discussions which took place at the above-mentioned session of the Governing Body, the Committee considers it desirable to adopt a special form of report designed to facilitate the preparation of reports by the countries which have reported under article 22 of the Constitution, should make it possible for the Committee of Experts on the Application of Conventions and Recommendations to draw for its comprehensive review on a wide range of authoritative material. It will be recalled that similar special forms of report under article 19 have been approved by the Governing Body in the past in the case of other fundamental instruments such as those dealing with freedom of association, forced labour and labour inspection.

3. The Committee approved the draft form submitted to it and recommends the Governing Body to approve the form of report under article 19 of the Constitution concerning the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

Forms for the Annual Report on the Three Fishermen's Conventions

4. In accordance with the usual practice, the Committee examined the draft forms to be used as a basis for the reports which the governments of ratifying States will be required to submit under article 22 of the Constitution on the application of the Minimum Age (Fishermen) Convention (No. 112), the Medical Examination (Fishermen) Convention (No. 113) and the Fishermen's Articles of Agreement Convention (No. 114), adopted in 1959. The Committee approved the drafts submitted to it and recommends the Governing Body to approve the forms of report under article 22 of the Constitution concerning the Minimum Age (Fishermen) Convention, 1959 (No. 112), the Medical Examination (Fishermen) Convention, 1959 (No. 113) and the Fishermen's Articles of Agreement Convention, 1959 (No. 114).

Standing Orders

Closure of Discussion in the International Labour Conference

5. At the 44th (1960) Session of the International Labour Conference some procedural difficulties arose with respect to the question whether the closure could be moved at a time when the floor had already been given to a speaker on the question under discussion. In order to avoid such difficulties in the future, the Committee had before it a proposal of amendment to article 16 of the Standing Orders of the Conference designed to make it clear that the closure may be moved at any time except while a speaker is addressing the Conference.

6. It was pointed out to the Committee that the same problem might arise with respect to any of the motions of procedure listed in article 15, paragraph 2 (2), of the Standing Orders of the Conference. The Danish Government member accordingly proposed that instead of amending article 16, article 15 should be amended so as to provide that motions of procedure may be moved at any time except while a speaker is addressing the Conference, and so as to include a motion for the closure specifically among motions as to procedure, which is not at present the case. He further proposed that parallel amendments be made in article 63 of the Standing Orders, relating to the procedure in Conference committees.

7. In answer to a question raised in the Committee, it was pointed out that these amendments to article 15, dealing with motions of procedure, in no way affected the rights of delegates under article 14, paragraph 5, of the Standing Orders to rise at any time to a point of order, and the power of the President to take a decision forthwith on such a point of order, irrespective of whether or not a speaker at that time had the floor. There was indeed a clear distinction between points of order, which might relate to the tenor of a speech and which might require such speech to be interrupted, and motions of procedure.

8. It was further pointed out that it seemed impossible to find language which would define in advance the marginal cases in which a speaker would or would not be considered to be addressing the Conference. In these circumstances it seemed preferable to use in the Standing Orders in all languages the terms normally employed in parliamentary practice and to leave it to the President of the Conference to take a decision in individual cases.

9. The Committee unanimously recommends to the Governing Body that it submit to the Conference for adoption the following amendments to the Standing Orders of the Conference:

**ARTICLE 15**

2. (1) Motions as to procedure may be moved verbally and without previous notice. They may be moved at any time except while a speaker is addressing the Conference.

(g) a motion for the closure of the discussion.

**ARTICLE 63**

3. (1) Motions as to procedure may be moved verbally
and without previous notice. They may be moved at any
time except while a speaker is addressing the Committee.

(2) Motions as to procedure include the following:

(g) a motion for the closure of the discussion.

Composition of Subcommittees of Industrial Committees

10. The Committee decided to postpone consideration of this question until the next session of the Governing Body.

Max de la Fuente Locker,
Chairman.
Fifteenth Item on the Agenda: Report of the International Organisations Committee

1. The International Organisations Committee met on Friday, 3 March 1961, in connection with the 148th Session of the Governing Body, with Mr. Slater in the Chair.

Joint I.L.O.-E.C.E. Seminar on Family Living Studies

2. The Committee was informed that the inter-secretariat discussions to take place with the Food and Agriculture Organisation and the Conference of European Statisticians—which are also convening meetings in this field—with a view to establishing more precise arrangements concerning the different meetings envisaged and the scope of the Seminar, so as to ensure that there is no risk of overlapping, had not yet been held but were expected to take place very shortly. It noted that, accordingly, the results of the discussions and the more detailed arrangements proposed for the Seminar would be submitted to it at the next session of the Governing Body.

Joint W.H.O.-I.L.O. Seminar on Occupational Health in Western Pacific Countries

3. After considering the account of the Joint W.H.O.-I.L.O. Seminar on Occupational Health in Western Pacific Countries held in Tokyo in October 1960, the Committee decided to recommend to the Governing Body that it invite the Director-General—

(a) to express his thanks to the Japanese Government for providing the facilities for the Seminar;

(b) to take account of the report of the Seminar in formulating proposals for future action in the Western Pacific area.

Joint W.H.O.-I.L.O. Seminar on Health Services in Small Factories

4. After examining the document submitted to it on the tentative arrangements which had been made by the secretariats of the two organisations in regard to this training course, the Committee decided to recommend to the Governing Body that it approve the arrangements for the organisation of the Joint W.H.O.-I.L.O. Interregional Training Course on Occupational Health.

General Information


7. The U.S.S.R. Government member indicated the importance which his Government attached to the resolution concerning the economic and social consequences of disarmament and the declaration on the granting of independence to colonial countries and peoples adopted by the General Assembly of the United Nations, and urged that the example of the United Nations should be followed by the I.L.O. as appropriate.

8. Attention was drawn to the importance of close collaboration between the I.L.O. and the Regional Economic Commissions of the United Nations, particularly in the light of the resolution adopted by the General Assembly concerning decentralisation of the United Nations economic and social activities and strengthening of the Regional Economic Commissions.

9. Stress was laid on the importance of the General Assembly resolution concerning concerted action for economic development of economically less developed countries which, inter alia, recommended the international organs concerned to continue urgently to seek and apply ways of eliminating excessive fluctuations in primary commodity trade, and in this connection it was agreed that a further report on the aspects of the problem of commodity price fluctuations of concern to the I.L.O. would be submitted to the Committee at the next session of the Governing Body.

G. C. H. Slater, Chairman and Reporter.
Sixteenth Item on the Agenda: Report of the Committee on Operational Programmes

1. The Committee on Operational Programmes, established by the Governing Body at its 147th Session, met on Wednesday, 1 and Thursday, 2 March 1961, with Mr. Hauck as Chairman. The following items were on the agenda:


II. Methods to be used by the Committee in carrying out its terms of reference.

III. Other questions.

2. It was decided to open the discussion with a general review of the second item on the agenda in order to enable the Chairman to give a verbal account of the Committee's views to the Financial and Administrative Committee, which was to meet on the same day.

Methods to Be Used by the Committee in Carrying Out Its Terms of Reference

3. All speakers stressed the fact that the members of the Committee were not in a position to give a considered judgment on item 16 of the proposed budget estimates for 1962 owing to the lack of information at their disposal. The Committee should be supplied with more precise information on the I.L.O.'s operational activities, including a complete list of the projects being implemented, of the requests for assistance from the various governments and of the estimated needs for experts in the future. Indications should also be given of the types of problems encountered in the planning of programmes and the implementation of projects, including the recruitment of experts. Attention was drawn to the necessity of evaluating the results of previous programmes and of examining the extent of the follow-up action taken by governments. Disappointment was expressed that little information had been provided in the document on the other programmes being implemented by the I.L.O. under the Expanded Programme of Technical Assistance and as Executing Agency for the Special Fund.

4. The Committee then considered the individual sub-items under item 16, and several speakers pointed out that some of the credits allocated for such sub-items as labour and social assistance (16.00), the management development programme (16.04), the rural development programme (16.05) and the long-term training and experience programme (16.06), fell far short of the needs of the developing countries. Among the concrete proposals made were the provision for an operational programme in the field of labour relations in Africa (under 16.00) and for regional seminars on labour relations in rural areas (under 16.05). Some speakers expressed the view that the objective of the long-term training and experience programme should be more adequately met by increasing the provision under the internship programme (16.02).

5. The Committee decided to resume discussion of the substance of this item on its agenda at its second sitting.

6. The second sitting was opened by a reply by the Deputy Director-General on the subject of the supply of information requested by the Committee. He assured the members that no information would be withheld that was available to the I.L.O. To facilitate the consideration of the methods to be used by the Committee in carrying out its terms of reference, he outlined the existing responsibilities of the I.L.O. in the Expanded Programme of Technical Assistance, the Special Fund, the programmes organised under fund-in-trust arrangements and the programmes financed out of the ordinary budget of the Organisation. He emphasised that the I.L.O. had full direct control over the latter. In addition, the substance of the programme under the ordinary budget, as in the case of the other programmes, was decided not by the I.L.O. but by the beneficiary governments. Therefore, the main task of the Committee lay in reviewing the magnitude of the programme under the ordinary budget and the priorities to be established within its framework, in examining the co-ordination between this and the other programmes, and in supervising the way in which the operational activities of the Office were being carried out. He proposed that the Committee should devote time at the autumn session of the Governing Body to examining, in the light of the latest information available, the trends and characteristics of the regular technical assistance programme, mainly in order to formulate suggestions for 1963.

7. One Government member insisted on the need for the Committee to have at its disposal a critical analysis of technical assistance methods based on the experience gained by the I.L.O. During the discussion that followed, two Government members expressed concern at the inadequate utilisation of all resources available and the fact that maximum advantage was not being taken of all the contributions at the I.L.O.'s disposal. More information on the posts for which experts must be recruited should be available. One Employer member requested a report dealing with all the operational activities of the I.L.O. irrespective of the source of their financing, all projects being grouped according to sector of activity and showing the amount of money that was allocated to them and the objectives they were meant to achieve. These views were supported by a number of members. Attention was drawn to the need for two types of information: detailed information regarding specific projects under the various operational programmes, and current information on the development of these programmes.

8. Summarising the steps that could be taken to provide the information asked for by the Committee, the Deputy Director-General expressed the opinion that, if it were provided with all the information derived from I.L.O. documentation and experience, the Committee could make a most valuable contribution by formulating advice and recommendations which would improve the implementation of the operational programmes. He stated that 12 per cent. of the amount of the funds available under item 16.00 could be reserved for financing

1 A detailed summary of the Deputy Director-General's statement on the organisation of the various technical assistance programmes, circulated to the Governing Body at the request of the Chairman of the Committee, is given below in the Annex to this report, pp. 114-115.
emergencies. He also pointed out that the Committee would benefit from the discussions on technical assistance problems that would take place during the next session of the International Labour Conference.

9. Following the suggestions made by the Deputy Director-General, it was agreed to recommend to the Governing Body that—

(a) every year at the autumn session the Committee should examine, in the light of the results achieved by the Organisation under the various programmes, the advisable magnitude and balance of the regular programme of technical assistance which should be taken into account in preparing the proposals under item 16 of the budget proposals to be presented at the following session of the Governing Body;
(b) every year at the spring session, the Committee should proceed to make an over-all evaluation of the various technical assistance programmes in which the I.L.O. is involved;
(c) at each meeting, the Committee should in addition study specific problems, such as the evaluation in depth of the programmes in given countries, the most suitable methods for technical assistance or the recruitment of experts.

10. Turning to the suggestion that the Committee might wish to consider the necessity for constituting subcommittees to deal with separate aspects of its terms of reference, it was decided to take this matter up at the Committee's meeting in November 1961 if its members considered it necessary.

Employment Problems

11. The Committee agreed to recommend that the Governing Body invite the Director-General to prepare, for examination by it at its meeting in connection with the 150th Session of the Governing Body in November 1961, a paper which would take into account the evolution of current trends in the employment situation and which would also present proposals for further I.L.O. action in the sphere of employment in the light of the general discussion on employment problems and policies which will have taken place at the International Labour Conference.

12. After a short discussion, it was decided that in view of the importance of this subject the proposed paper would be examined by the Committee as a whole at its meeting in connection with the 150th Session (November 1961), at which it would then decide whether a subcommittee would be necessary.

The Operational Programme of the I.L.O. in 1959 and 1960

13. No general discussion took place on item 1 of the agenda, and it was agreed that this type of information would be included in the documentation which would be placed at the disposal of the Committee at its meeting in connection with the 151st Session (March 1962), when it would assess the technical assistance programmes already implemented.

Henry Hauck,
Chairman.

ANNEX

Summary of Remarks by Mr. Rens, Deputy Director-General of the I.L.O., at the Meeting of the Committee on Operational Programmes on 2 March 1961

1. As matters now stand the International Labour Office is responsible for four technical assistance programmes financed from different sources:

- The Expanded Programme of Technical Assistance.
- The United Nations Special Fund.
- Programmes financed out of trust funds made available to the Office by the governments concerned.
- The programme financed out of the regular budget of the Organisation.

2. The preparation and implementation of each of these programmes are governed by a body of rules and procedures which, in the case of the Expanded Programme and the programme financed out of the Special Fund, are not determined by the Governing Body of the I.L.O. This is an anomaly under which the Office has laboured all along, and it has been able to acquit itself of its responsibilities towards the Governing Body in this connection only by reporting regularly on these matters. Thus, during the period 1959 to 1960, 54 documents were submitted to the Technical Assistance Committee of the Governing Body at 18 sessions, and 50 documents were submitted to 36 sessions of the Financial and Administrative Committee.

3. In order to clarify the Office's responsibilities under each of the technical assistance programmes, it has been thought desirable to outline briefly the main administrative features and the procedures in force for each.

Expanded Programme of Technical Assistance

4. The projects executed under the Expanded Programme are based on requests from governments, as indeed are the projects under all the other programmes. In the United Nations, every year the delegations of all States Members make statements concerning the size of the voluntary contributions which they expect to make to the funds of the Expanded Programme (and recently to the Special Fund as well) for the following year. As of last October these pledges amounted to more than $40 million.

5. Governments submit their requests to the Executive Chairman of the Technical Assistance Board, who is in charge of the administration of the Expanded Programme. The latter will already have allotted the moneys which he expects to have at his disposal ($40 million for this year) among the various countries in accordance with certain criteria. These requests, which are based on the needs expressed by the various government departments, are co-ordinated by the governments themselves with the active assistance of the Resident Representatives of the Technical Assistance Board, who represent the United Nations and the specialised agencies in dealings with the government concerned. All the requests submitted by the various governments are centralised in New York and co-ordinated by the Executive Chairman of the Technical Assistance Board; they represent in the aggregate the draft Expanded Programme, which is then upon submitted in turn to—

(a) the Technical Assistance Board (T.A.B.), consisting of representatives of the various international organisations;
(b) the Technical Assistance Committee of the Economic and Social Council, composed of 24 government delegates. It is this Committee which in the last resort decides on the scope, composition, emphasis and total cost of the Expanded Programme.

6. The implementation of the programme as approved is entrusted to the various international organisations participating in it, of which the I.L.O. is one, according to their respective spheres of work. Each agency receives a lump-sum payment, which in 1960 represented slightly less than 11 per cent. of the total allocations, to cover its administrative costs. With respect to the preparation, approval and execution of its share in the Expanded Programme, the Office is thus primarily responsible to the Technical Assistance Committee of the Economic and Social Council of the United Nations.

United Nations Special Fund

7. The procedure for financing projects under the Special Fund is the same as for the Expanded Programme, the pledges by governments being given for both programmes at the same session. In 1960, for instance,
The projects financed out of the Special Fund amounted to $40 million.

8. The projects financed out of the Special Fund are on a larger scale than the projects under the Expanded Programme, and feature "infrastructure" investment rather than the imparting of technical skills; they are also as a rule longer-term projects and are more costly than those carried out under the Expanded Programme. The special projects are financed out of a budget which covers the whole period of their execution.

9. The Managing Director of the Special Fund receives the requests submitted by governments. These requests are examined both by the technical services of the Special Fund and by the specialised international agency which appears to be competent to give an informed opinion. The Managing Director of the Special Fund may reject or postpone the implementation of a project; when he considers that a project is a sound one he submits it with his own recommendations to a Consultative Board set up to advise him by the United Nations, and which is composed of himself, the Secretary-General of the United Nations, the Executive Chairman of the Technical Assistance Board and the Director-General of the International Bank for Reconstruction and Development. If the project is held to be viable by this Board it is then sent to the Governing Council of the Special Fund, which meets twice annually in May and December. It is this Council, composed of government representatives, which has the final say on the acceptance or rejection of the special project and, in the event of its being accepted, on the designation of the executing agency. The organisation entrusted with the execution of the project receives for its administrative costs an allocation fixed at 2 per cent. of the cost of the equipment to be provided and 10 per cent. of the cost of experts and fellowships.

10. In its capacity as executing agency for these special projects the I.L.O. is thus responsible to the Governing Council of the Special Fund.

Projects Financed out of Trust Funds

11. It sometimes happens that governments desire to enlist the assistance of international experts to strengthen their programmes in some field of social activity. These governments then indicate to the Office of the Technical Assistance Board and the Director-General of the International Bank for Reconstruction and Development that they have earmarked for its use the funds needed for the execution of such projects. In the past it has been necessary for the Office to decide quickly whether to accept the requests thus made of it by various member States. As soon as agreement is reached between the Director-General and the requesting government and the funds are actually made available to the Office, the programme is embarked on. For the implementation of projects of this type, the International Labour Office is thus responsible to the government concerned.

The Technical Assistance Programme under the Regular Budget of the Organisation

12. The resources to finance this programme are provided under item 16 of the budget. Requests submitted by governments are studied by the technical divisions of the Office, and on the basis of their reports the Director-General, at the end of the year preceding the year of reference, draws up a list of projects which can be implemented, observing certain rules concerning the nature of the request and the allocation of funds as between the various regions of the world, these rules being based on the recommendations made to him by the Governing Body. In general priority is given—

to requests from countries which are not eligible for technical assistance under the Expanded Programme;
to requests submitted by intergovernmental organisations which do not participate in the Expanded Programme, with a view to the implementation of projects of a regional nature;
to requests of special interest for the I.L.O.'s programme of work, but which have not been accepted under the Expanded Programme or have been included with only a low priority.

Moreover, in 1959 and 1960 a relatively large part of the programme was devoted to assistance to the African countries. A margin of 10 to 15 per cent. is left unallocated when the programme is drawn up, so as to make it possible to meet urgent requests arising in the course of the year. For the preparation and implementation of this programme the Office is responsible to the Governing Body.

Magnitude of the Various Programmes for Which the I.L.O. is Responsible

13. The portion of the Expanded Programme allotted to the I.L.O. by the Technical Assistance Board in 1960 amounted to slightly more than $3,400,000. At the end of 1960 the Governing Council of the Special Fund entrusted the I.L.O. with responsibility for the execution of 13 projects at a total cost of $10,500,000. In 1960 the Trust Funds made available to the I.L.O. by various governments were in excess of $430,000. In 1960 the estimates under item 16 for the implementation of technical assistance projects under the regular budget programme totalled $353,100.

14. In conclusion, stress should be laid on the fact that while the Office is responsible to certain outside bodies for the preparation and implementation of a part of its operational programmes—particularly in respect of the Expanded Programme and the Special Fund—it obviously continues to be responsible to the Governing Body of the I.L.O. for the manner in which it executes all the projects entrusted to it, whatever the programme under which they are undertaken.
Seventeenth Item on the Agenda: Report of the Committee on Industrial Committees

1. The Committee on Industrial Committees met in Geneva on 2 March 1961 under the chairmanship of Mr. Claussen.

I. Metal Trades Committee (Seventh Session): Agenda

2. At its 147th Session the Governing Body approved the proposals of its Committee on Industrial Committees in regard to the first two items on the agenda for the Seventh Session of the Metal Trades Committee. However, a difference of opinion arose as to the interpretation to be given to the words "conditions of work" in the title of the third item. As a result the Governing Body decided to refer the question back to the Committee on Industrial Committees for further consideration, since some members considered that the expression "conditions of work" should be taken to encompass all conditions of work, including remuneration, hours of work, rest periods and holidays with pay, whereas other members were of the opinion that the expression should be understood in the sense of the environment or the physical conditions under which work was performed, with special attention to the effect of these conditions on safety.

3. The United Kingdom Government member recalled that there had been broad agreement in the Committee on Industrial Committees, at its meeting in connection with the 147th Session of the Governing Body, that the third item on the proposed agenda should be centred around the problem of safety in shipbuilding and ship repairing, and that, in consequence, conditions of work in this industry were to be considered only as far as they had a direct bearing on safety. The broader interpretation of the subject would result in placing two questions before the Metal Trades Committee for discussion under this third item—one on industrial relations and one on safety—with resulting difficulties for most delegations, which would need two representatives to deal with these very different questions. In most countries terms and conditions of work in shipbuilding were generally similar to those for other industries, especially engineering. A more useful subject of discussion could be provided by making safety the central topic, with consideration of conditions of work limited to those which had a bearing on safety in the industry. Among these might be made of the occasional working of exceptionally long hours and of the pressure created by certain types of piece-rate payments.

4. Mr. Faupl stated that the Workers' members could agree with the United Kingdom Government member's suggestion on the clear understanding that conditions of work, including long hours of work and wage systems, would be fully taken into account when they had an effect on safety problems.

5. The Tunisian Government member considered that the extent to which conditions of work in shipbuilding and ship repairing were to be taken into account should depend on whether they differed substantially from those applied in other sectors of industry and particularly in the engineering industry. Unless there were differences of a legal character it would be preferable to limit the topic to environmental conditions.

6. Mr. Erdmann considered that the Employers' members could accept the United Kingdom Government member's suggestion on the understanding that conditions of work would be considered only in so far as they affected safety. In many countries conditions of work in the shipbuilding industry, as far as regulations were concerned, were no different from those applying to other industrial sectors and, therefore, if such aspects of conditions of work were to be dealt with this would lead to difficulties.

7. Mr. Collison stressed the importance of consistency in the meaning to be given to "conditions of work" (rendered in French by conditions de travail), which should always be taken to cover all conditions. On the other hand, the proposal to use the term "working conditions" (which in French would be conditions physiques de travail) would tend to narrow the scope of the subject excessively since it would exclude hours of work or piece-work rates even in their bearing on safety. However if "working conditions" (also rendered in French by conditions de travail) were used, this would make it possible to deal with all conditions relevant to safety.

8. The United States Government member considered that the proposal of the United Kingdom Government member, which had been agreed to by Mr. Faupl, would lead to a more fruitful discussion than would the broader conception of this item. This view was shared by the Government member of the Federal Republic of Germany, who suggested as a compromise the wording "Safety conditions in shipbuilding and ship repairing".

9. The U.S.S.R. Government member felt that it was inappropriate to limit consideration of conditions of work exclusively to those which had a direct influence on safety; such a narrow legal interpretation of the term would restrict discussion in the Metal Trades Committee. It was necessary to take into account conditions of work as they existed in everyday life in the shipyards.

10. Mr. Fennema recalled that the last session of the Iron and Steel Committee, which had discussed the promotion of safety in the iron and steel industry, had not found its discussions hampered by this title.

II. The Chairman, observing that the members of all three groups agreed on the subject to be dealt with, but were having difficulty in finding a suitable form of words, invited the representative of the Director-General (Mr. Guigui) to comment. The representative of the Director-General emphasised that, whatever title was chosen, it would be for the Metal Trades Committee not to negotiate regarding conditions but to analyse the situation in a particular sector of the metal trades. With regard to a title, given that there were so many interpretations, it might be wise to abandon "conditions of work", since it would be unfortunate if, in fixing the agenda of an Industrial Committee, the term should be interpreted in a manner different from its usually accepted meaning in the I.L.O. In the Constitution and in the International Labour Code, conditions of work included all conditions such as hours of work and remuneration. With reference to the question raised by the Tunisian Government member, conditions of work in shipbuilding and ship repairing, even though they were similar from a legal standpoint, did differ in kind from those in other sectors of the metal trades. In shipbuilding most of the labour problems could be said to be related to safety. The title "Labour and safety problems in shipbuilding and ship repairing" might therefore perhaps more satisfactorily meet the wishes of all three groups.
To this proposal the Moroccan and Tunisian Government members objected that the term "problems" was even wider than "conditions", the latter in fact referring to physical conditions. In reply, the representative of the Director-General emphasised that "general conditions of employment" (in French conditions générales de travail) covered a very wide scope. Moreover, the term "conditions" implied the idea of fixing terms of employment, whereas the term "problems" suggested an analytic approach.

The Chairman felt that the Committee was at least quite clear as to what it did not want: the discussion should not be confined to the technical aspects of safety, nor did it wish to have a discussion of conditions of work in general. What it wanted was a discussion of conditions of work in shipbuilding and ship repairing in regard to safety problems.

The United Kingdom Government member suggested that the present title be retained, but that the Committee on Industrial Committees inform the Metal Trades Committee of the discussion on the interpretation to be given to the term. Mr. Collison, emphasising his concern with the need to respect the accepted idea of fixing terms of employment, whereas the term "conditions of work" covered a very wide scope, nor did it wish to have a discussion of conditions of work in general. What it wanted was a discussion of conditions of work in shipbuilding and ship repairing.

The Committee on Industrial Committees recommended to the Governing Body that the agenda of the Seventh Session of the Metal Trades Committee should be as follows:

I. General report, dealing particularly with:
   a) action taken in the various countries in the light of the conclusions adopted at previous sessions of the Committee;
   b) steps taken by the Office to follow up the studies and inquiries proposed by the Committee;
   c) recent events and developments in the metal trades.

II. The acceleration of technological progress and its influence on the effective utilisation of manpower and the improvement of workers' incomes.

III. Working conditions and safety in shipbuilding and ship repairing.

The Committee on Industrial Committees decided to recommend to the Governing Body that it request the Director-General to convey the conclusions of the Metal Trades Committee to the attention of the Metal Trades Committee of the I.L.O., in the light of the conclusions adopted at previous sessions of the Committee.

The Committee then considered the action to be taken on the conclusions adopted by the Ad Hoc Civil Aviation Meeting.

The Committee on Industrial Committees recommends to the Governing Body that it authorise the Director-General to communicate to governments the report, conclusions and resolutions adopted by the Ad Hoc Civil Aviation Meeting, informing them that the Governing Body has not expressed any view on the detailed content thereof and inviting them to transmit these documents to the employers' and workers' organisations concerned.

Comments by I.C.A.O.

In his proposals concerning several of the conclusions referred to above, the Director-General suggested that the attention of governments and of the parties concerned be drawn to the observations made by the Council of I.C.A.O. on these conclusions. It was recalled that, in accordance with the Memorandum of Understanding dated 19 October 1953 between the President of the Council of the International Civil Aviation Organisation and the Director-General of the I.L.O., in
virtue of the arrangements made by the Governing Body when the Meeting was convened, the Director-General transmitted the Note on the Proceedings of the Meeting to the President of the I.C.A.O. Council with a request that any comments he might have to make on the conclusions of the Meeting be communicated to the Director-General in order that he might bring them to the attention of the Governing Body.

27. On behalf of the Workers' members, Mr. Faupl raised a very strong objection of principle to the transmission of these observations to the governments of States Members of the I.L.O., together with the Note on the Proceedings. He pointed out that these were comments by an organisation outside the I.L.O. on conclusions expressly adopted by an I.L.O. tripartite meeting. After hearing the views put forward by the I.C.A.O. representative at the Meeting, though there was good cause to welcome the conclusion of these observations to governments, an act of injustice would be committed to the Governing Body if it were decided either to endorse them or to transform them into I.L.O. observations. By transmitting I.C.A.O.'s observations, the Governing Body would not be endorsing them; nor would it be transforming them into I.L.O. observations. It would furthermore be possible to choose a method of communication which would make it clear that the Governing Body had considered and referred to transmitting I.C.A.O.'s observations to governments so as to enable them to take cognisance of such observations and of the conclusions of the Ad Hoc Meeting. These observations should be communicated to governments together with the conclusions of the Meeting.

31. The Government member of the Federal Republic of Germany, after recalling the keen controversy which had surrounded the first Ad Hoc Civil Aviation Meeting convened in 1956, drew attention to the fact that the 1956 Meeting had taken place in an excellent atmosphere. It was hoped that a similar atmosphere would be maintained throughout the present discussion. I.C.A.O. differed from the other international organisations referred to in the discussion in that it was a member of the United Nations family with the same status as the I.L.O. and that between the two organisations an agreement for close collaboration had been drawn up. If it were feared that the procedure habitually used by the Director-General for the transmission of the documents might give rise to the belief that the I.L.O. was endorsing I.C.A.O.'s observations, another form of procedure could always be chosen. Thus, in transmitting I.C.A.O.'s observations, the Governing Body might indicate that it did not express any opinion on their content, as it had been suggested it should do in respect of the conclusions of the Ad Hoc Meeting. Another method might be to envisage two separate communications, one from the I.L.O. and the other from I.C.A.O. In any event, the Council of I.C.A.O. should be thanked for its observations which it had understood would be communicated to the Governing Body.

32. The representative of the Director-General (Mr. Ammar) recalled the close collaboration which existed between the I.L.O. and I.C.A.O. and stressed the value of the assistance given by the former to the latter and of the conclusions of the Ad Hoc Meeting. He understood the Workers' fear that a precedent might be created; in this case, however, the comments were submitted at the invitation of the Director-General on the basis of an existing understanding for collaboration, the procedure which the Director-General attached the utmost importance. The Director-General was under an obligation to bring I.C.A.O.'s comments to the attention of the Governing Body; it was for the latter to decide what use should be made of them. If the Governing Body considered that it was advisable to communicate I.C.A.O.'s observations to governments, this might be done in a form to be decided upon, for example in the letter of transmittal and in the abridged form in which the observations appeared in the Office document.

33. Summing up, the Chairman noted the value of the various views expressed; the Director-General was fully conscious of the seriousness of the problem and had submitted his proposals only after very careful consideration.

**Hours of Duty for Flight Personnel**

34. In the conclusions (No. 1) concerning hours of duty and rest periods of crew members in civil aviation adopted by 57 votes to 30, with two abstentions, the Governing Body of the I.C.A.O., recognising that for social considerations it was appropriate to establish flight and duty time limitations and minimum rest periods on a national or individual airline basis, formulated a number of provisions which
should be applied to all crew members engaged in commercial air transport whose normal duties included assignment on board aircraft during flight time. These provisions related to hours of duty and flight time as well as rest periods.

35. The Council of I.C.A.O. had commented that the I.L.O., as well as governments and employers' and workers' organisations, should, when taking any action pursuant to the decisions of the Governing Body on the conclusions (No. 1) keep in mind that any regulations or limitations based on social considerations, as well as the application thereof, should not be detrimental to the safety, regularity and efficiency (the latter being closely related to economy) of air operations. Satisfactory conditions of service for civil aviation personnel must rest upon economically sound air transportation. I.C.A.O. would continue for its part to keep under review the matter of crew fatigue.

36. The Director-General had suggested that the attention of governments be drawn to the conclusions (No. 1) and to the observations of the Council of I.C.A.O. summarised above.

37. On behalf of the Employers' members, Mr. Erdmann recalled the observations summarised in paragraph 30 above. Mr. Faupl, on behalf of the Workers' members of the Committee, proposed that reference to I.C.A.O. be deleted. This amendment was, however, rejected by nine votes to ten, with three abstentions.

38. The Workers' members of the Committee requested that their opposition to the transmission to governments of the observations by the Council of I.C.A.O. be registered and that it be noted also that they reserved the right to raise this question of procedure in the Governing Body.

39. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to draw the attention of governments to the conclusions (No. 1) concerning hours of duty and rest periods of crew members in civil aviation and to the observations by the Council of I.C.A.O. thereon.

40. In a resolution (No. 2) concerning future action by the I.L.O. in the field of civil aviation, adopted by 57 votes to 30, with two abstentions, the Ad Hoc Civil Aviation Meeting recommended that the I.L.O. continue to give attention to all the social problems with which the workers in the civil aviation industry were concerned by such means as the Governing Body considered appropriate.

41. The Director-General had proposed to continue to give attention to the problems concerned and in particular to undertake the studies mentioned by the Meeting in its resolutions, and also to carry out research on such social problems as might arise in future. The results of these studies would be published by such means as were available to the Office. They would be undertaken as and when practicable within the programme of work of the Office. In all these matters the Office would remain in close contact with the international organisations concerned and in particular with I.C.A.O.

42. On this subject, the Council of I.C.A.O. had indicated in its general comments that it was particularly desirable that the existing Memorandum of Understanding between the I.L.O. Director-General and the President of the I.C.A.O. Council should continue to be applied, and also that I.C.A.O. expected to be kept informed of any plans for future work by the I.L.O.

43. Mr. Erdmann, speaking on behalf of the Employers' members, drew attention to the observations made in connection with resolution No. 2 by the Employers' group at the Ad Hoc Civil Aviation Meeting. In short, as Mr. Erdmann had already said in respect of the general outcome of the Meeting, any tasks the I.L.O. might undertake in the field of civil aviation were not of an urgent character. The Director-General proposed that he be authorised to take such steps as were practicable, within the programme of work of the Office, to give effect to the resolution No. 2. Mr. Erdmann proposed that the words "account being taken of the higher priority at present foreseen for work to be undertaken within the programme of work of the I.L.O." be added thereto. He considered that a similar restriction should be made in respect of the other resolutions adopted by the Ad Hoc Meeting. These urgent measures might become necessary in the future, but the Employers' members did, however, feel that no priority could at the present time be accorded to the social problems arising in the field of civil aviation.

44. Mr. Faupl, speaking on behalf of the Workers' members of the Committee, recalled that it was the Governing Body and not the Director-General which determined priorities, and protested against any proposal which would lead to stopping action considered to be desirable by the Ad Hoc Civil Aviation Meeting. He furthermore recalled that the Workers' members were opposed to the observations of the Council of I.C.A.O. being transmitted to governments.

45. The Chairman also reminded the Committee that the question of priorities was under constant examination by the Governing Body, and it was not therefore necessary to refer to it here.

46. Mr. Erdmann, however, pointed out that the Governing Body established a list of priorities only for meetings and their agendas, whereas in this case it was a matter of authorising the Director-General to undertake a series of studies.

47. The amendment proposed by Mr. Erdmann was rejected by eight votes to 14, with two abstentions.

48. The Employers' members were opposed to the recommendation to the Governing Body for the reasons given in paragraph 43 above; the Workers' members reserved their position as to the attitude they would take in the Governing Body on the question of the special reference to I.C.A.O.

49. The Committee on Industrial Committees recommends to the Governing Body that it request the Director-General to take such steps as are practicable within the programme of work of the Office to give effect to resolution No. 2, in close contact with the interested international organisations and in particular with I.C.A.O.

50. In a resolution (No. 3) concerning occupational health risks in civil aviation, adopted without opposition, the Meeting, having noted the work done by various bodies in the sphere of aviation medicine, invited the Governing Body to ask the Director-General to consult the organisations undertaking this work with a view to co-ordinating the results and producing a report to be made available to States Members and to the employers' and workers' organisations concerned.

51. Although the problem of occupational health risks in civil aviation was of primary concern to the I.L.O., it was also within the competence of many other international organisations, particularly the International Civil Aviation Organisation, the World Health Organisation and the International Atomic Energy Agency. The Office would remain in close contact with all the competent governmental and non-governmental organisations. On this subject the Council of I.C.A.O. stated that that organisation would be ready to co-operate in the preparation of the report mentioned in resolution No. 3.

52. The Committee on Industrial Committees recommends to the Governing Body that it authorise the Director-General to take such steps as are practicable, within the programme of work of the Office, to give effect to the wishes ex-
pressed by the Meeting in its resolution No. 3, in close contact with other interested international organisations.

53. The Committee noted the reservation made by the Employers’ members and referred to in paragraph 43 above.

Consultations between Employers and Workers in the Civil Aviation Industry.

54. In its resolution (No. 4) concerning joint consultation in the civil aviation industry, which was adopted without opposition, the Meeting emphasised the desirability of consultation between workers’ and employers’ organisations, at the company or national level according to the practice of the country concerned, upon such subjects as might be agreed upon between the parties concerned.

55. The Committee on Industrial Committees recommends to the Governing Body that it request the Director-General to draw the attention of governments to resolution No. 4 summarised above, with a view to communicating it to the employers’ and workers’ organisations concerned.

Personnel in Civil Aviation Posted Abroad.

56. In a resolution (No. 5) concerning personnel posted abroad and repatriation in civil aviation, which was adopted without opposition, the Meeting invited the Governing Body to ask the Director-General to make a study of the questions which may present themselves to the personnel so stationed, in relation to—(a) the social standards they enjoy; and (b) responsibility for repatriation on termination of service.

57. The Committee on Industrial Committees recommends to the Governing Body that it request the Director-General to take such steps as are practicable, within the programme of work of the Office, to give effect to resolution No. 5 mentioned above.


58. In a resolution (No. 6) concerning conditions of employment in air navigation services, adopted by 48 votes to 30, with 12 abstentions, the Meeting, recalling the importance for efficient air transport operations of the maintenance of such services as air traffic control, meteorology and communications, invited the Governing Body to ask the Director-General to study the conditions of employment of personnel engaged in air navigation services, with particular reference to the question whether these conditions are such as to attract suitable personnel into the services and to retain them by providing, inter alia, career prospects, thereby achieving efficiency through the adequate manning of the services by fully qualified personnel specialising in the different branches.

59. Efficient air navigation services were of particular interest to I.C.A.O., whose Council had made, with regard to resolution No. 6, the observation that unless satisfactory salaries and working conditions were given to personnel in charge of the technical ground services for air navigation, the quality of these services would be hampered. I.C.A.O. could make useful contributions to any study undertaken and would also like to be kept informed of any proposed I.L.O. work on the question.

60. Mr. Erdmann, speaking on behalf of the Employers’ members of the Committee, pointed out that resolution No. 6 had received only 48 votes in favour to 30 votes against—including those of the employers—with 12 abstentions.

61. The Committee on Industrial Committees recommends to the Governing Body that it request the Director-General to take such steps as are practicable within the programme of work of the Office, and taking into account the comments of the Council of I.C.A.O., to give effect to resolution No. 6 mentioned above.

62. The Employers’ members were opposed to this recommendation.

Financial Security of Civil Aviation Personnel.

63. The Meeting adopted by 62 votes to 29, without abstentions, a resolution (No. 7) concerning the financial security of civil aviation personnel. This resolution is divided into two parts on which separate votes were taken.

1. Civil Liability.

64. In the first part, concerning civil liability, adopted without opposition, the Meeting invited the Governing Body to request the Director-General, in consultation with I.C.A.O., to continue his studies relating to the civil liability of air crews within the framework of his general study of the problem in all forms of transport.

65. The Committee on Industrial Committees was aware that the problem raised by the need to give legal protection to workers against civil liability claims arising out of their employment had received attention from the I.L.O. for several years, and the Committee had been informed of the intention of the Director-General to continue to study this question with reference to workers in all forms of transport.

66. In so far as the civil aviation industry was concerned, the Office would continue its consultations with I.C.A.O. In regard to this matter, I.C.A.O. had indicated its readiness to co-operate with the I.L.O. and to give information on work already in progress.

67. The Committee on Industrial Committees recommends that the Governing Body take note of the information in the two preceding paragraphs.

2. Air Hostesses.

68. In the second part of the same resolution (No. 7), adopted by 62 votes to 29, with two abstentions, the Meeting invited the Governing Body of the I.L.O. to ask the Director-General to undertake a study of the conditions of employment of air hostesses in various countries, with a view to ascertaining the position in relation to the termination of employment on marriage or on reaching a fixed retirement age.

69. The Committee on Industrial Committees recommends to the Governing Body that it request the Director-General to take such steps as are practicable, within the programme of work of the Office, to give effect to the second part of resolution No. 7.

70. Mr. Erdmann made the same reservations on behalf of the Employers’ members on the question of priorities to be accorded to studies to be undertaken by the Office.

Crew Health and Comfort on Board Aircraft.

71. In a resolution (No. 8) concerning crew health and comfort on board aircraft, adopted without opposition, the Meeting invited the Governing Body to ask the Director-General to request I.C.A.O. to continue to give consideration to the working environment of flight personnel on board aircraft, in connection with any I.C.A.O. study of related technical and operational problems which may be undertaken on this subject.

72. The Council of I.C.A.O. indicated that I.C.A.O. had already included provisions in Annexes to the Chicago Convention and had in its work programme several items related to the subjects covered in resolution No. 8.
The Committee on Industrial Committees recommends that the Governing Body invite the International Civil Aviation Organisation to continue to give consideration to this question.

The Effects of Technological Change in the Civil Aviation Industry.

74. In a resolution (No. 9) concerning the effects of technological change in the civil aviation industry, adopted by 55 votes to 30, with five abstentions, the Meeting, recognising the rapid technological progress in the civil aviation industry and the adjustments thereby required of personnel, invited the Governing Body to request the Director-General to undertake studies of procedures whereby flight or ground personnel, who by loss of licence or by technological developments in the civil aviation industry have been prevented from performing the work for which they have been engaged, may be provided with alternative employment based upon retraining in accordance with their skills and qualifications, either in the air or on the ground, or with financial compensation determined in accordance with the normal negotiating practice in the civil aviation industry.

75. The I.L.O. was concerned with the social effects of technological progress, and several of its bodies had already formulated conclusions on the steps which might be necessary to overcome the adverse consequences which this progress might have for the workers. The Office had these questions under consideration with reference to all industries.

76. On the other hand, the problem of the training of civil aviation personnel was of interest to both the I.L.O. and I.C.A.O. Although the Council of I.C.A.O. had made no comments on this resolution, it was understood that upon a request by the I.L.O., I.C.A.O. might be able to assist in connection with those aspects which fall within its responsibilities.

77. The Committee on Industrial Committees recommends to the Governing Body that, in regard to those matters which fall within the competence of the I.L.O., it request the Director-General to take such steps as are practicable, within the programme of work of the Office, to give effect to resolution No. 9, inviting the assistance of I.C.A.O. where appropriate.

78. The Committee took note of the reservations made by the Employers’ members with regard to this study.

IV. Tripartite Technical Meeting to Study the Social Consequences of the Crisis in the Coal-Mining Industry

79. The Committee on Industrial Committees had before it a document concerning the Tripartite Technical Meeting to Study the Social Consequences of the Crisis in the Coal-Mining Industry which was held in Geneva from 16 to 26 January 1961. This document was accompanied by a note containing the report and the conclusions of the Meeting.¹

80. Mr. Erdmann stated on behalf of the Employers’ members that the proceedings of the Meeting had undoubtedly been very interesting, and the results could be considered really constructive. However, it should be pointed out that economic questions had been almost in the foreground of the discussions in the Meeting; such questions, in his view, were not normally within the competence of the I.L.O. Naturally in cases such as that of the coal crisis it was impossible to seek solutions to social problems without dealing at the same time with economic questions. Nevertheless, this special instance should not constitute a precedent for Industrial Committees. He asked that the Governing Body, when authorising the Director-General to communicate the conclusions of the Meeting to governments, and through them to the interested employers’ and workers’ organisations, as well as to the competent international organisations, should point out that it expressed no view on their content.

81. Mr. Faupl, referring to the Declaration of Philadelphia, stated that he could not accept the restrictive interpretation which Mr. Erdmann wished to give to the terms of reference of the I.L.O.

82. The Committee on Industrial Committees recommends to the Governing Body that it authorise the Director-General to communicate the report and the conclusions adopted by the Tripartite Technical Meeting to Study the Social Consequences of the Crisis in the Coal-Mining Industry to governments and, through them, to the interested employers’ and workers’ organisations, as well as to the international organisations competent to deal with economic and social problems, drawing their attention to the conclusions so that the suggestions contained therein may be taken into consideration with a view to giving effect to them in so far as may be possible, it being understood that the Governing Body has not expressed any view on the content of these texts.

CLAUSSEN, Chairman and Reporter.

APPENDIX XVIII

Eighteenth Item on the Agenda: Composition and Agenda of Committees and of Various Meetings

Meeting of Experts on Major Mine Disasters

List of Experts.

1. At its 147th Session the Governing Body authorised its Officers to approve on its behalf the nomination of an expert to serve in the place of Mr. P. V. Kuznetsov (U.S.S.R.), deceased.

2. The Director-General, after making the usual consultations, submitted to the Officers the following nomination:

Mr. Nikolai Ivanovich BORYSHEV (U.S.S.R.), Deputy Chief of the Safety Division, Central Committee of the Mine Workers' Union of the U.S.S.R.

This nomination was unanimously approved by the Officers of the Governing Body.

3. The Director-General has since been informed that three of the experts whose names were approved by the Governing Body at its 146th Session (June 1960), Mr. John Griffiths (United States), Mr. James Westfield (United States) and Mr. K. Yajima (Japan), will not now be able to attend the meeting.

4. After appropriate consultations, the Director-General accordingly submitted to the Officers of the Governing Body the following names of experts to fill the vacancies thus created:

Mr. James BENSON (United States), Safety Director, Southern Coal Producers' Association,

Mr. F. E. GRIFFITH (United States), Supervisory Coal Mine Fire Control Engineer, Bureau of Mines, Pittsburgh.

Mr. K. KOWAI (Japan), Director of the Mine Safety Bureau, Ministry of International Trade and Industry, Tokyo.

The Officers of the Governing Body unanimously approved the foregoing nominations.

5. The Governing Body is invited to take note of the resignations announced in paragraph 6 above; and to appoint, for a period of three years, the members proposed in paragraph 7 above.

Panel of Consultants on the Problems of Young Workers

9. At its 147th Session the Governing Body approved certain proposals for the establishment and general composition of a Panel of Consultants on the Problems of Young Workers and authorised the Director-General to undertake the consultations necessary for the selection of the individual members of the Panel.

10. On the basis of these consultations, the Director-General is now in a position to submit the following nominations for membership of the Panel:

Mr. D. AERLI (Switzerland), Swiss Employers' Association for the Machinery Industry.

Mr. M. Yusoff bin HAJI AHMAD (Malaya), Secretary to the Ministry of Labour.

Miss Alice ARNOLD, Consultant for Social and International Questions, World Young Women's Christian Association.

Mr. AYE (Burma), Vice-President of the Union of Burma Chamber of Commerce and Industry.

Mr. Robert H. CLARK, Jr. (United States), Iowa Power and Light Company.

Mr. L. COLLOMB (France), Secretary, Vocational Training Committee, French National Council of Employers.

Mr. DINH-VAN-TAN (Viet-Nam), Director, Far East Paper Mills; Member of Vietnamese National Assembly.

Mr. EDMUND DUDA (Federal Republic of Germany), Youth Department of the German Confederation of Trade Unions.

Mr. J. P. EMMANUEL (Malaya), National Union of Plantation Workers.

Mr. D. H. GREVE (Ceylon), Additional Secretary, Ceylon Estates Employers' Federation.

Mr. J. C. GULCHER (Netherlands), Head, Labour Questions Section, Unilever Corporation.

Mr. F. HALDEN (Sweden), Director, Chief of Training Department, Swedish Employers' Confederation.

Mr. C. F. HERON, O.B.E. (United Kingdom), Head of the Youth Employment Branch, Ministry of Labour; Chairman of the Central Youth Employment Executive.

Mr. M. HICTER (Belgium), Director of Administration, Ministry of Education.

Mr. Francesco LARICCA (Italy), Industrial Relations Division, Italian General Confederation of Industry.

Mr. Raymond LARSON (United States), Assistant to the Secretary for Manpower, Department of Labor.

Mr. Bernardo LEVEL OSENA (Venezuela), Director, International Relations Office, Ministry of Labour; Member of the Committee for the Prevention of Juvenile Delinquency.
Mr. Hugo Lorenzetti (Argentina), General Confederation of Commerce Employees.
Mr. J. S. Lorenzo (Philippines), Chairman, Committee on Labour-Management Relations, Chamber of Commerce of the Philippines.
Mr. Arnaldo Luján, International Young Christian Workers.
Mr. W. F. McMullen (Canada), Engineering Personnel Manager, Canadian General Electric Company Limited.
Mr. J. Namfua (Tanganyika), Postal, Telegraph and Telephone International.
Mr. Harry Ortman, Expert on Young Workers Subcommittee, World Assembly of Youth.
Mr. Jack Sessions (United States), International Ladies’ Garment Workers’ Union.
Mr. Ben Slimane (Morocco), Moroccan Workers’ Union.
Mr. Curt Strom (Sweden), Assistant Chief of the Vocational Guidance Division, National Labour Market Board; Deputy Member of the Governing Body of the National Board of Vocational Education.
Mr. Roger Tarnaud (France), French Confederation of Christian Workers.
Mr. Santiago Tortoza (Venezuela), United Committee of the Christian Trade Unionists of Venezuela (C.U.S.I.C.).
Mr. Adnan Toygar (Turkey), Research Board, Ministry of Labour.
Mr. Gerardus Van Baken (Netherlands), Catholic Workers’ Movement.
Mr. Luis Velasquez (Mexico), Mexican Confederation of Workers.
Mr. Milos Vuksanovic (Yugoslavia), Head of Supervisory Staff Training Division, Federal Executive Council.

11. The Governing Body is requested to approve the above appointments to the Panel of Consultants on the Problems of Young Workers.

12. Consultations in respect of a certain number of members of the Panel are still in progress. In order to permit of immediate contacts with a view to preparing for an initial meeting of selected consultants, proposals for which will be submitted at the 149th Session, the Governing Body may wish to authorise its Officers to approve on its behalf the remaining nominations to be submitted by the Director-General.


**APPENDIX XIX**

Nineteenth Item on the Agenda: Report of the Director-General

I. Obituary

Mr. Joseph Vanek.  

1. The Director-General regrets to inform the Governing Body of the death in Geneva on 12 December 1960 of Mr. Joseph Vanek.

2. Mr. Vanek was an Employers' deputy member of the Governing Body from 1932 to 1938 and again in 1946-47. He attended the International Labour Conference as Czechoslovak Employers' adviser from 1923 to 1931, and from 1932 to 1939 and 1945 to 1947 as Employers' delegate. During these periods he held the position of General Secretary of the Employers' Confederation of Czechoslovakia.

3. In 1949 he entered the service of the International Organisation of Employers, and from 1953 until his death he was the permanent representative of the I.O.E. in Geneva.

4. The Governing Body will no doubt wish the Director-General to convey its sympathy to the family of the late Mr. Joseph Vanek.

Professor Georges Scelle.

5. The Director-General announces with deep regret the death on 8 January 1961 of Professor Georges Scelle.

6. The Governing Body will recall that at its 138th Session (March 1958), when it took note of the resignation of Professor Georges Scelle for health reasons from the Committee of Experts on the Application of Conventions and Recommendations, speakers from the three groups paid tribute to the exceptionally valuable services which he had rendered to the Organisation. On their proposal the Governing Body unanimously requested the Director-General to convey to Professor Scelle the expression of its deep appreciation.

7. Since its foundation, Professor Scelle was unting in his support of the I.L.O. in his writings, teaching and other activities. His book, *L'Organisation internationale du Travail et le B.I.T.*, published in 1930, combines penetrating legal analysis with a lively style in its discussion of the problems and structure of the I.L.O.; it remains, to this day, a standard reference text for all those interested in the Organisation and its work.

8. In a large number of scholarly works, as well as in his international law manual, *Précis de droit des gens*, published in 1934, and in his university lectures, Georges Scelle dealt at length with the legislative work of the I.L.O., showing its originality and characteristics as few others have done. In 1953, in a preface to *Législation sociale internationale*, by Léon-Eli Troclet, former Chairman of the Governing Body, Georges Scelle re-appraised the position of the I.L.O. in the world, concluding that it was the "most solid" institution of its kind.

9. Apart from devoting a considerable part of his academic activities to the I.L.O., Georges Scelle was personally associated with the Organisation in a number of capacities. After serving as executive assistant to the Minister of Labour in 1924, he was several times a member of the French delegation to the International Labour Conference. He rendered other outstanding services to the Organisation as a member of the Committee of Experts on the Application of Conventions and Recommendations from 1937 to 1957. In January 1938 he was appointed a deputy judge of the Administrative Tribunal of the League of Nations, which in 1946 became the I.L.O. Administrative Tribunal. In June 1953 he was appointed a titular judge of the Administrative Tribunal and in August of the same year became its Vice-President, serving in that capacity until August 1958.

10. The contribution of Georges Scelle to the work of the I.L.O. was all the more significant in view of his pre-eminence as a teacher and scholar in international law. Born in 1878, he was successively a professor at the law faculties of Lille (1910), Dijon (1911-24), Geneva (1925-34) and Paris (1934-50). His international activities were by no means confined to the I.L.O. He served as French Government delegate to the League of Nations. He was also a member of the Institute of International Law, the United Nations International Law Commission and the Permanent Court of Arbitration. Finally, he was at one time Secretary-General of the Academy of International Law at The Hague.

II. Composition of the Organisation

Entry of New Members.

12. Article 1, paragraph 3, of the Constitution provides that a Member of the United Nations may become a Member of the International Labour Organisation by communicating to the Director-General of the International Labour Office its formal acceptance of the obligations of the Constitution of the International Labour Organisation. Since the 147th Session of the Governing Body four new States have entered the Organisation under this provision, bringing the total number of States Members to 97.

13. By letter of 14 November 1960, received on 21 November, the Government of the Republic of the Ivory Coast communicated to the Director-General its formal acceptance of the obligations of the Constitution of the I.L.O. The Republic of the Ivory Coast accordingly became a Member of the Organisation on 21 November 1960, the date on which the above-mentioned letter was received.

14. By letter of 14 November 1960, received on 21 November, the Government of the Upper Volta communicated to the Director-General its formal acceptance of the obligations of the Constitution of the I.L.O. The Republic of the Upper Volta accordingly became a Member of the Organisation on 21 November 1960, the date on which the above-mentioned letter was received.

15. By letter of 9 December 1960, received on 12 December, the Government of the Republic of Dahomey communicated to the Director-General its formal acceptance of the obligations of the Constitution of the I.L.O. The Republic of Dahomey accordingly became a Member of the Organisation on 12 December 1960, the date on which the above-mentioned letter was received.

16. By letter of 22 February 1961, received on 27 February, the Government of the Republic of the
Niger communicated to the Director-General its formal acceptance of the obligations of the Constitution of the I.L.O. The Republic of the Niger accordingly became a Member of the Organisation on 27 February 1961, the date on which the above-mentioned letter was received.

Application for Membership of the International Labour Organisation.

17. By a letter dated 21 November 1960 the Government of Kuwait has informed the Director-General of its acceptance of the obligations of the Constitution of the International Labour Organisation and has requested that its application for membership of the International Labour Organisation be laid before the International Labour Conference under article 1, paragraph 4, of the Constitution.

18. In accordance with this request, the application of the Government of Kuwait will be submitted to the International Labour Conference at its 45th (1961) Session.

III. Composition of the Governing Body

Government Deputy Members.

19. The Government of Finland has appointed as its regular representative Mr. Rafael Rinne, Director of the General Department, Ministry of Social Affairs, and as substitute representatives Mr. Veijo Lappalainen, Cabinet Secretary, Ministry of Social Affairs, and Mr. Kaarlo Makela, Counsellor of Legation, Permanent Delegate of Finland to the international organisations in Geneva.

IV. Progress of International Labour Legislation

20-46. [Paragraphs 20 to 46 are not reproduced here. They contain information relating to the ratification of Conventions, the entry into force of Conventions and declarations concerning the application of Conventions to non-metropolitan territories (article 35 of the Constitution). This information will be published in the Official Bulletin of the International Labour Office.]

Ratifications Authorised (Article 19 of the Constitution).

47. The ratification of the following international labour Conventions has been authorised in the following countries:

Federal Republic of Germany:
Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

Mexico:
Seafarers' Identity Documents Convention, 1958 (No. 108);
Discrimination (Employment and Occupation) Convention, 1958 (No. 111);
Minimum Age (Fishermen) Convention, 1959 (No. 112).

Turkey:
Right of Association (Agriculture) Convention, 1921 (No. 11);
Labour Clauses (Public Contracts) Convention, 1949 (No. 94);
Protection of Wages Convention, 1949 (No. 95);
Abolition of Forced Labour Convention, 1957 (No. 105).

U.S.S.R.:
Underground Work (Women) Convention, 1935 (No. 45);
Protection of Wages Convention, 1949 (No. 95);
Discrimination (Employment and Occupation) Convention, 1958 (No. 111);
Minimum Age (Fishermen) Convention, 1959 (No. 112).

Yugoslavia:
Certification of Ships' Cooks Convention, 1946 (No. 60).

V. Internal Administration

Communication to the Governing Body of Appointments under Article 4.2 (c) (formerly 19 (c)) of the Staff Regulations.

48. Article 4.2 (c) (formerly 19 (c)) of the Staff Regulations of the International Labour Office provides as follows:

(c) Posts in the Director and Principal Officer category shall be filled by the Director-General on the basis of qualifications by transfer, promotion or appointment. Such promotions or appointments shall be reported to the Governing Body with a short statement of the qualifications of the persons so promoted or appointed.

49. The following promotions are reported to the Governing Body under the above-mentioned article:

Staff at Headquarters.

Mr. W. O. C. Dobbernack (Federal Republic of Germany), Chief of the Non-Manual Workers' Division, appointed Chief of Division from 18 November 1960. Born 13 September 1902. Entered the service of the I.L.O. in August 1953 as Principal Member of Division. Promoted to Counsellor 1 July 1956.

Mr. N. N. Franklin (South African), Chief of the Economic Division, appointed Chief of Division from 3 January 1961. Born 11 February 1915. Entered the service of the I.L.O. on 17 March 1948 as Member of Division. Promoted to Counsellor 1 July 1955.

VI. Publications

50. The publications issued since the last session of the Governing Body include the Year Book of Labour Statistics for 1958, the Labour Survey of North Africa and the first two studies undertaken within the framework of the factual survey relating to freedom of association, entitled respectively The Trade Union Situation in the United States and The Trade Union Situation in the U.S.S.R.

51. A study entitled Services for Small-Scale Industry, intended primarily for those concerned with advisory, educational or other services or facilities for those who run small-scale industries, particularly in the developing countries, but also to some extent for individual heads of small firms, has also been published.

52. The Conference reports are being issued regularly in accordance with the provisions of the Standing Orders, and the Report of the Director-General to the Seventh Conference of American States Members of the International Labour Organisation, which concentrates on the theme "economic growth and social policy," has been published.

53. Among the volumes in course of publication are The Cost of Social Security 1949-1957, a workers' education manual on Accident Prevention and a guide to facilities offered to workers for training outside their own countries.

FIRST SUPPLEMENTARY REPORT

Appointment of a Director of the International Institute for Labour Studies

1. By a resolution of 1 March 1960 the Governing Body established the International Institute for Labour Studies and adopted a set of regulations governing the work of the Institute.1

2. In accordance with article IV (1) of the Regulations of the Institute, and after consulting the Officers of the Governing Body, the Director-General decided in November 1960 to appoint Sir Douglas Copland, K.B.E., C.M.G., to be Director of the Institute.

3. Sir Douglas Copland has had a distinguished academic and diplomatic career. He has held academic appointments in Australian, United States and British universities, and subsequently a number of government appointments. Between 1941 and 1945 he was economic consultant to the Prime Minister of Australia. From 1946 to 1948 he was the Australian Minister to China. In 1948 he was appointed the first Vice-Chancellor of the Australian National University, which post he relinquished in 1953 to become Australian High Commissioner to the United Nations. From 1956 until earlier in 1960 he was appointed the first Vice-Chancellor of the University of New South Wales, and in 1955 President of the Economic and Social Council of the United Nations. From 1956 until earlier this year he was the first Principal of the Australian Administrative Staff College.

4. Sir Douglas will take up his duties in Geneva in May 1961.

SECOND SUPPLEMENTARY REPORT

Management Development Project in India

1. The pilot project in the field of management development envisaged in the Director-General's first supplementary report to the 143rd Session of the Governing Body (November 1959) was carried out in India by the Management Development Unit of the Economic Division of the I.L.O. from 14 November to 18 December 1960. The project consisted of two parts, an Advanced Management Programme held at Bangalore from 14 November to 9 December, and the First I.L.O. Conference for Indian Industrial Leaders held at New Delhi from 16 to 18 December inclusive.

2. The project was carried out under the auspices of the National Productivity Council, at the invitation of the Government of India, as part of the I.L.O. regular programme of technical assistance.

Purpose of the Project.

3. The general aims of the activities embodied in the I.L.O. management development programme are described in the Director-General's first supplementary report to the 143rd Session of the Governing Body. The Advanced Management Programme was to enable participants to gain an over-all view of an enterprise, its various activities and the factors influencing its operation. The purpose of this part of the Programme was to enable participants to gain an over-all view of an enterprise, its various activities and the internal and external factors—social, economic, technological and others—which influence the course of its development. The participants then went on to study its management.

4. The second and third weeks of the Programme were given over to an intensive study of the role of the management and the use of management techniques in policy making, planning and controlling the undertaking. This part of the Programme dealt essentially with the work of the general manager and the many tools which he has at his disposal today to enable him to manage his enterprise systematically and successfully. The final week was devoted to the management of the enterprise as an integral unit and to the means of assuring its present and future development, including some techniques of forecasting.

9. Various types of teaching methods were used, including lectures, group discussions, two case studies and tutorials. Each member of the directing staff used those methods which he found most suitable for the particular subject with which he was dealing. This made for variety in presentation and the avoidance of monotony. Teaching and visual aids of all kinds were employed. Two management exercises ("business games"), each occupying one full day, were undertaken at the end of the third and last week respectively. They provided the participants with realistic situations in which problems and techniques which they had studied and discussed throughout the Programme could be tested under conditions which simulated real life.

10. The closing ceremony was presided over by Dr. S. Bhagavantan, Director of the Indian Institute of Science.

Conference of Indian Industrial Leaders.

11. The Conference of Indian Industrial Leaders was inaugurated by the Prime Minister, Mr. Jawaharlal Nehru, in the presence of a distinguished audience at the Ashoka Hotel, New Delhi. The Prime Minister was welcomed by Mr. Lal Bahadur Shastri, Minister for Commerce and Industry. The vote of thanks was given by Dr. P. S. Lokanathan, Chairman of the National Productivity Council.

12. Papers were presented by a number of Indian and foreign industrialists, including Mr. G. D. Birla and Mr. Naval H. Tata, and by foreign specialists. The papers were used primarily as a means of stimulating discussion among those present and of putting forward views on current problems which might be considered of special interest to the participants. Mr. Tata carried out a joint session with Mr. Kandubhai Desai, former Minister of Labour, and an official of the Indian National Trade Union Congress, on "Management and the Worker", to which a number of trade union officials were invited. Three of the papers, including that on "Management and Labour", were followed by discussion in groups on a number of specific questions on which members were invited to express opinions and to try to reach some conclusions.

1 See Minutes of the 143rd Session of the Governing Body, Minutes of the Eighth Sitting, p. 63, and Appendix XIX, first supplementary report, para. 29, p. 115.
13. A guest speaker who came from London at the invitation of the Indian Government was Mr. R. M. Currie, Head of the Central Work Study Department of Imperial Chemical Industries Limited, an acknowledged leader in this field. He spoke on "Making the Most of Fixed Assets: the Value and Use of Work Study", illustrating his talk extensively with examples from I.C.I. experience.

14. The last day included a "question and answer" session under the chairmanship of Mr. L. K. Jha, Secretary to the Ministry of Finance, and the summing up of the proceedings of the Conference by Dr. Vikram Sarabhai.

15. Mr. Morarji Desai, Minister of Finance, gave the closing address on "The Place of Private Enterprise in different industrial centres during 1961 on the basis of recent studies of the Productivity Council to organise a further four programmes in this field. He spoke on "Making the Most of Fixed Head of the Central Work Study Department of Imperial Assets: the Value and Use of Work Study", illustrating the proceedings of the Conference by Dr. Vikram Sarabhai.

16. As a result of this project, the I.L.O. Productivity Mission in India has been invited by the National Productivity Mission in India to hold its First Session in Luanda in December 1961 on the basis of that carried out in Bangalore, and it is hoped to conclude the series with a Second Conference of Indian Industrial Leaders to bring together representatives of top management from those undertakings which have sent senior executives to the Advanced Management Programme in the course of the year. As a result of the experience in this project it is felt that the basic programme has proved to be sound, and it will now be possible for the I.L.O. to accelerate the development of similar programmes, suitably adapted, for other countries where I.L.O. productivity and management development missions are or will be operating.

THIRD SUPPLEMENTARY REPORT

Proposals concerning the African Advisory Committee Composition of the Committee.

1. The African Advisory Committee, established by the Governing Body at its 138th Session (March 1958), held its First Session in Luanda in December 1959, and was then composed of 20 Government members, ten Employers' members and ten Workers' members. The 20 Governments represented were Belgium, Cameroun, Central African Republic, Dahomey, Ethiopia, France, Gaboon, Ghana, Guinea, Haiti, Ivory Coast, Kenya, Liberia, Malagasy Republic, Federation of Nigeria, Portugal, Federation of Rhodesia and Nyasaland, Senegal-Sudan, Sierra Leone, Somalia, Republic of the Sudan, Togo, the United Kingdom and Upper Volta. The ten Employer members and ten Worker members were appointed by the Governing Body.

2. The First African Regional Conference of the Organisation, to which countries and territories from the whole of Africa were convened, invited the Governing Body, in the first part (Regional Activities of the I.L.O. in Africa) of the resolution it adopted concerning the work of the International Labour Organisation in Africa—

3. To submit African labour questions to an African Advisory Committee representative of all Africa meeting regularly at least once every two years and consisting of members appointed from among the governments, employers and workers of the countries concerned, in accordance with procedures to be determined.

4. It would seem desirable that the African Advisory Committee should not duplicate in its structure the African Regional Conference and that to work effectively it should be of reasonable size. It is therefore suggested that the Committee be constituted of 20 Government members, ten Employers' members and ten Workers' members, but that its members should be chosen by election.

5. The Asian Advisory Committee has been constituted successfully for a period of over ten years no the basis of decisions taken by the Governing Body at its 112th Session in June 1950. These decisions establish three categories of membership of the Committee: ex officio membership for regular Government, Employers' and Workers' members of the Governing Body who are nationals of one of the member States falling within the area covered by the Asian Regional Conference; membership by virtue of election by electoral colleges meeting during the Conference; and membership by virtue of nomination by the Governing Body.

6. If the Governing Body should think it appropriate to adopt similar arrangements for the constitution of the African Advisory Committee, 20 Government members of the Committee, eight Employers' members and eight Workers' members might be drawn from States Members of the Organisation in Africa and in this case members would be appointed as follows:

(a) ex officio members: regular Government, Employers' and Workers' members of the Governing Body who are nationals of one of the African member States;

(b) elected members to complete, with the ex officio members, a total of 16 Government, eight Employers' and eight Workers' members.

7. If for any reason the arrangements in operation for the African Advisory Committee should not be regarded as appropriate for the African Advisory Committee, another possibility which might perhaps be explored would be to proceed as follows.

8. The governments entitled to appoint members of the Committee might be elected from among the countries and territories invited to attend the most recent African Regional Conference by the Government representatives of those countries attending the session of the International Labour Conference at which elections take place. Employers' members might be elected from the countries and territories invited to attend the most recent African Regional Conference by Employers' representatives from those countries attending the session of the Conference at which elections are held. Similarly, the Workers' members of the Committee might be elected from the countries and territories invited to attend the most recent African Regional Conference by Workers' representatives from those countries attending the session of the Conference at which elections are held.

9. It would seem convenient for the elections held during the Conference to take place simultaneously with elections for membership of the Governing Body, and that members of the Committee should be elected for a period of three years. Since the next session of the
Conference at which elections for membership of the Governing Body will be held will be in 1963, it is proposed as a transitional arrangement that the first election of members of the reconstituted African Advisory Committee to be held during the Conference should be held at the 45th Session of the Conference in 1961, and that in this instance members should be elected for a period of two years.

10. The Governing Body is accordingly requested—
(a) to decide to reconstitute the African Advisory Committee in accordance with the request made by the African Regional Conference;
(b) to decide that the reconstituted Committee shall consist of two members representing Employers, ten representing Employers, ten representing Employers, and ten representing Workers; and
(c) to follow the precedent of the Asian Advisory Committee and constitute the Committee on the same basis in the manner indicated in paragraph 6 above or, if this suggestion is not acceptable, to constitute it as suggested in paragraph 8 above.

Proposals Regarding the Agenda of the Second Session of the African Advisory Committee.

II-15. [Paragraphs II to 15 of the third supplementary report are not reproduced here, the Governing Body having decided at its eighth sitting (see p. 58 above) to postpone discussion of these proposals until its 149th Session. They will be printed in the appendices to the Minutes of the 149th Session of the Governing Body.]

FOURTH SUPPLEMENTARY REPORT

Governmental Conference on the Revision of the Agreement concerning the Social Security of Rhine Boatmen

1. At its 145th Session (May 1960) the Governing Body confirmed certain arrangements for the holding of a Governmental Conference on the Revision of the Agreement concerning the Social Security of Rhine Boatmen, which it had authorised the Director-General to convene at its 128th Session (March 1955). The following is a brief account of the proceedings of this Conference.

2. In accordance with a further decision of the Governing Body at its 147th Session, the Governmental Conference convened by the Director-General to revise the Agreement of 27 July 1950 concerning the Social Security of Rhine Boatmen met in Geneva from 7 to 13 February 1961. The Governments of the following States were represented: Austria, Belgium, France, Federal Republic of Germany, Luxembourg, the Netherlands and Switzerland. The Conference was also attended by representatives of the United Nations Economic Commission for Europe, the Central Commission for Rhine Navigation and the Commission of the European Economic Community. The Conference elected as its Chairman Mr. A. C. M. van de Ven, representative of the Netherlands, and as its Reporter Mr. A. Saxer, representative of Switzerland; it also set up under the chairmanship of Mr. A. Saxer a drafting committee to be held during the Conference should be held at the 45th Session of the Conference in 1961, and that in this instance members should be elected for a period of two years.

1. At its 124th Session (March 1954) the Governing Body decided that, on the recommendation of the responsible member State, non-metropolitan territories may be invited to participate by means of tripartite observer delegations in sessions of the International Labour Conference.

2. The Director-General has received a letter dated 22 February 1961 from the United Kingdom Government asking him to submit a request to the Governing Body that the Federation of Rhodesia and Nyasaland, Singapore and the Federation of the West Indies be invited to send tripartite observer delegations to the 45th (1961) Session of the Conference.

3. The Governing Body is accordingly requested to agree that the Federation of Rhodesia and Nyasaland, Singapore and the Federation of the West Indies should be invited, through the United Kingdom Government, to send tripartite observer delegations to the 45th (1961) Session of the International Labour Conference.

4. The Director-General has received a letter dated 7 March 1961 from the Government of Belgium asking him to submit a request to the Governing Body that Ruanda-Urundi be invited to send a tripartite observer delegation to the 45th (1961) Session of the Conference.

5. The Governing Body is accordingly requested to agree that Ruanda-Urundi should be invited, through

1 The texts of the Final Act and the Revised Agreement will be found in International Labour Conference, 11-15. [Paragraphs II to 15 of the third supplementary report are not reproduced here, the Governing Body having decided at its eighth sitting (see p. 58 above) to postpone discussion of these proposals until its 149th Session. They will be printed in the appendices to the Minutes of the 149th Session of the Governing Body.]

SIXTH SUPPLEMENTARY REPORT

Procedure for the Appointment of Committees by the Conference

1. On 8 June 1959 the International Labour Conference approved, with one amendment, proposals relating to the procedure for the appointment of committees by the Conference submitted to it by the Governing Body.\(^1\)

2. On 9 June 1959, pursuant to section III, paragraph 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. (United Kingdom).
   - Mr. A. Emil F. Sandström (Swedish).
   - Mr. Caraccio Parra-Pérez (Venezuelan).
   - Mr. M. K. Vellodi (Indian).

5. Under section III, paragraph 5 (b), of the procedure for the appointment of committees by the Conference, the Governing Body, prior to every session of the Conference, is required to appoint a board consisting of three persons selected from the panel of five persons.

6. The Governing Body is invited to appoint the following three persons to serve as the Appeals Board for the 45th (1961) Session of the Conference:
   - Sir Hector Hetherington, K.B.E. (United Kingdom).
   - Mr. A. Emil F. Sandström (Swedish).
   - Mr. M. K. Vellodi (Indian).

7. The Governing Body is further invited to authorise the Director-General, in the event of any of the above-mentioned persons being unable to serve, to convene other members of the panel of five as necessary to ensure that the Appeals Board is duly constituted.

SEVENTH SUPPLEMENTARY REPORT

Report of the Officers of the Governing Body

Requests by International Non-Governmental Organisations to Be Represented by Observers at the 45th (1961) Session of the International Labour Conference.

1. Under the Constitution and the Rules concerning the Powers, Functions and Procedure of Regional Conferences Convened by the International Labour Organisation, non-governmental international organisations other than those with which consultative relationships have been established may be invited by the Governing Body (or the Conference) to be represented at the Conference in so far as attendance at the plenary sittings is concerned, while the invitation of such organisations to be represented at committees appointed by the Conference remains a matter for the Conference itself.

2. The Director-General has received requests from the following organisations (all of which fall into the above-mentioned category) for invitations to be represented by observers at the 45th (1961) Session of the Conference:

- In connection with the agenda item concerning the reduction of hours of work:
  - International Confederation of Executive Staffs.
  - International Council of Commerce Employers.

- In connection with the agenda item concerning workers’ housing:
  - International Confederation of Executive Staffs.

- In connection with the agenda item concerning employment problems and policies:
  - International Confederation of Executive Staffs.

- In connection with the agenda item concerning vocational training:
  - International Confederation of Executive Staffs.
  - International Council of Commerce Employers.

- In connection with the agenda item concerning equality of treatment of nationals and non-nationals in social security:
  - International Confederation of Executive Staffs.

\(^1\) See Minutes of the 122nd Session of the Governing Body, Appendix XVI, eighth and tenth supplementary reports, pp. 111-112.
6. 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 45th (1961) Session of the International Labour 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 Executive Staffs.
- International Council of Commerce Employers.
- World Assembly of Youth.
- World O.R.T. Union.

Establishment of a Closing Date for Applications from International Non-Governmental Organisations for Representation at I.L.O. Meetings.

7. The Officers of the Governing Body have examined the question of the establishment of a closing date for requests from international non-governmental organisations to be represented by observers at I.L.O. meetings.

8. Such a closing date already exists in the case of international non-governmental organisations on the I.L.O. Special List. These organisations have the right to attend the General Conference as "registered observers" if they announce their intention to do so one month in advance of the Conference. If they wish to participate actively in the Conference or to take part in other meetings, they are required to make an express request to that effect one month before the session of the Governing Body preceding the meeting with respect to which the request is made, and to give information regarding their special interest in the matter or matters to be dealt with at the meeting.

9. It is proposed that the same closing date as for the organisations on the I.L.O. Special List should be applied in the case of applications from organisations not on the Special List. Accordingly, the Officers recommend to the Governing Body to decide that non-governmental international organisations desiring to be represented by observers at the International Labour Conference or at other I.L.O. meetings should submit their requests to the Director-General not later than one month before the session of the Governing Body preceding the meeting with respect to which the request is made. Such requests will be examined in the first place by the Officers of the Governing Body, who will satisfy themselves that the organisation concerned has a special interest in the matter to be dealt with at the meeting. In the event of applications being received after the closing date from organisations which can give good reasons for applying late, the Officers will consider on the merits of the case whether such late applications should be entertained.
Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers (Third Session)

1. At its 147th Session the Governing Body authorised the Director-General to convene in 1961, in conjunction with the Director-General of the World Health Organisation, the Third Session of the Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers, approved the agenda for the meeting and appointed or reappointed the I.L.O. members of the Joint Committee. Provision is made in the 1961 budget for a meeting in Geneva lasting four calendar days.

2. It is now proposed that the Third Session of the Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers should be held in Geneva from Monday, 1 to Thursday, 4 May 1961.

Joint I.L.O.-W.H.O. Seminar on Health Services in Small Factories

3. Proposals are being submitted to the International Organisations Committee at the present session of the Governing Body concerning the composition and agenda of a Joint I.L.O.-W.H.O. Seminar on Health Services in Small Factories. Provision for I.L.O. participation in a meeting lasting ten calendar days is included in the 1961 budget.

4. It is proposed that the Joint I.L.O.-W.H.O. Seminar on Health Services in Small Factories should be held in Dublin from Monday, 8 to Tuesday, 16 May 1961.

Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare (Second Session) and Joint Maritime Commission (19th Session)

5. At its 147th Session the Governing Body approved proposals for the holding of the 19th Session of the Joint Maritime Commission, and immediately prior to it the Second Session of the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers’ Welfare, during three weeks to close towards the end of September 1961.

6. It is now proposed that the Second Session of the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers’ Welfare should be held in Geneva from Monday, 18 to Saturday, 23 September, and that the 19th Session of the Joint Maritime Commission should be held in Geneva from Monday, 25 September to Friday, 6 October 1961. Provision exists in the 1961 budget for these meetings held on this basis.

Diplomatic Conference on the International Protection of Performers, Producers of Phonograms and Broadcasting Organisations

7. At its 147th Session the Governing Body took note of the proposed arrangements for the Diplomatic Conference on the International Protection of Performers, Producers of Phonograms and Broadcasting Organisations to be convened jointly by the Directors-General of the I.L.O. and the United Nations Educational, Scientific and Cultural Organisation and the Director of the Berne Union.

8. It is proposed that the Diplomatic Conference on the International Protection of Performers, Producers of Phonograms and Broadcasting Organisations should be held in Rome from Tuesday, 10 to Thursday, 26 October 1961. The 1961 budget contains provision for the I.L.O. share of the cost of the Conference held on this basis.

Meeting of Experts on Electrical Accidents and Related Matters

9. At its 147th Session the Governing Body authorised the Director-General to convene a Meeting of Experts on Electrical Accidents and Related Matters and approved the proposed arrangements for the meeting, for which provision exists in the 1961 budget.

10. It is proposed that the Meeting of Experts on Electrical Accidents and Related Matters should be held in Geneva from Monday, 23 to Tuesday, 31 October 1961.

Asian Advisory Committee (11th Session)

11. The 1961 budget contains provision for a meeting of the Asian Advisory Committee to be held in Geneva, in conjunction with a session of the Governing Body, lasting six calendar days. At its 147th Session the Governing Body approved 13 to 24 November 1961 as provisional dates for the 150th Session of the Governing Body and its committees.

12. It is accordingly proposed that, subject to confirmation of the provisional dates for the 150th Session of the Governing Body, the 11th Session of the Asian Advisory Committee should be held in Geneva from Monday, 6 to Saturday, 11 November 1961.

13. Proposals by the Asian Advisory Committee for the agenda of its 11th Session are before the Governing Body at its present session.

Committee on Work on Plantations (Fourth Session)

14. At its 145th Session (May 1960) the Governing Body approved the agenda for the Fourth Session of the Committee on Work on Plantations. Provision is made in the 1961 budget for a meeting in Geneva lasting 12 calendar days.

15. It is proposed that the Fourth Session of the Committee on Work on Plantations should be held in Geneva from Monday, 4 to Friday, 15 December 1961.

Board of the International Institute for Labour Studies

16. It is proposed that the first meeting of the Board of the International Institute for Labour Studies, which the Governing Body has appointed at its present session, should be held in Geneva on Monday, 3rd and Tuesday, 4 July 1961.

Fifth Asian Regional Conference

17. The Governing Body has accepted with gratitude the invitation of the Australian Government to hold the

APPENDIX XX

Twentieth Item on the Agenda: Programme of Meetings
Fifth Asian Regional Conference in Australia. The budget estimates for 1962 approved by the Governing Body provide for this meeting to be held in 1962. In agreement with the host government it is proposed that the date of the Fifth Asian Regional Conference should be from Monday, 26 November to Saturday, 8 December 1962.

18. In order to leave an adequate margin between the autumn session of the Governing Body and the Asian Regional Conference it would be necessary for the Governing Body session to be held at an earlier date than usual. Definite dates for the Governing Body session will be submitted for approval at an early session.

19. A programme of meetings, including meetings whose dates have already been decided, is attached.¹

¹ This programme is not reproduced here. See Industry and Labour, Vol. XXV, No. 9, 1 May 1961, p. 300.
APPENDIX XXI

Twenty-first Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

Seventh Conference of American States Members of the International Labour Organisation (Buenos Aires, 10 to 21 April 1961)

1. At its 147th Session the Governing Body appointed the Government and Employers' members of its delegation to represent it at the Seventh Conference of American States Members of the International Labour Organisation, and took note that the Workers' group would make its nominations at the 148th Session.

2. The Governing Body is accordingly invited to appoint the Workers' members of the delegation to represent it at the Seventh Conference of American States Members of the International Labour Organisation.

Inland Transport Committee (Seventh Session, Geneva, 8 to 19 May 1961)

3. At its 147th Session the Governing Body appointed the Government and Employers' members of its delegation to represent it at the Seventh Session of the Inland Transport Committee, and took note that the Workers' group would make its nomination at the 148th Session.

4. The Governing Body is accordingly invited to appoint the Workers' member of the delegation to represent it at the Seventh Session of the Inland Transport Committee.

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APPENDIX XXII

Twenty-second Item on the Agenda: Date and Place of the 149th Session of the Governing Body

1. At the 147th Session it was provisionally decided that the 149th Session of the Governing Body and the meetings of its committees should be held in Geneva from Monday, 29 May to Friday, 2 June 1961.

2. While the Director-General will, in accordance with the usual practice, endeavour to restrict the business placed before the Governing Body at that session to the essential minimum, it will be necessary to provide as in the past for Governing Body sittings on Saturday, 3 as well as on Friday, 2 June. The final sitting of the session will, as usual, be held at the end of June, at the close of the 45th (1961) Session of the International Labour Conference.

3. The Governing Body is accordingly now invited to decide that the meetings of the Governing Body committees in connection with the 149th Session should be held from Monday, 29 to Wednesday, 31 May, with group meetings on Thursday, 1 June, and that the Governing Body should meet on Friday, 2 and Saturday, 3 June.

4. A draft programme of meetings for the session is attached.¹

¹ This draft programme is not reproduced here.
2. Article 26 of the Constitution of the International Labour Organisation, which is referred to in the communication from the Permanent Representative of Ghana, provides as follows:

1. Any of the Members shall have the right to file a complaint with the International Labour Office if it is not satisfied that any other Member is securing the effective observance of any Convention which both have ratified in accordance with the foregoing articles.

2. The Governing Body may, if it thinks fit, before referring such a complaint to a Commission of Inquiry, as hereinafter provided for, communicate with the government in question in the manner described in article 24.

3. The Governing Body does not think it necessary to communicate the complaint to the government in question, or if, when it has made such communication, no statement in reply has been received within a reasonable time which the Governing Body considers to be satisfactory, the Governing Body may appoint a Commission of Inquiry to consider the complaint and to report thereon.

4. The Governing Body may adopt the same procedure either of its own motion or on receipt of a complaint from a delegate to the Conference.

5. When any matter arising out of article 25 or 26 is being considered by the Governing Body, the government in question shall, if not already represented thereon, be entitled to send a representative to take part in the proceedings of the Governing Body while the matter is under consideration. Adequate notice of the date on which the matter will be considered shall be given to the government in question.

3. Articles 27 to 29 and 31 to 34 of the Constitution, which govern the subsequent stages of proceedings initiated under article 26, are reproduced as an annex to this report.¹

4. The Abolition of Forced Labour Convention, 1957, was ratified by Ghana on 15 December 1958 and has therefore been in force for Ghana since 15 December 1959; the Convention was ratified by Portugal on 23 November 1959 and has therefore been in force for Portugal since 23 November 1960. Both Ghana and Portugal are accordingly parties to the Convention, and Ghana therefore has the right to file a complaint if it is not satisfied that Portugal is securing the effective observance of the Convention.

5. As the Governing Body has not adopted any standing orders concerning the procedure to be followed for the consideration of complaints filed in accordance with article 26 of the Constitution, the Officers of the Governing Body have considered the procedure to be followed in the matter; their recommendations to the Governing Body, which are unanimous, are as follows.

6. Paragraph 3 of article 9 of the Standing Orders of the Governing Body, referred to in the letter from the Permanent Representative of Ghana, is as follows:

7. The Officers have given their consent to the matter being considered at the 148th Session of the Governing Body to the extent indicated below.

8. No discussion of the merits of the complaint is admissible at the present stage, as the Governing Body does not yet have before it either a statement of the reasons for which the Government of Ghana has filed the complaint or the observations of the Government of Portugal. It would indeed be inconsistent with the judicial nature of the procedure provided for in articles 26 to 29 and 31 to 34 of the Constitution that there should be any discussion in the Governing Body of the merits of a complaint until the Governing Body has before it the contentions of the government filing the complaint and of the government against which the complaint is filed, together with an objective evaluation of these contentions by an impartial body. Nor would such discussion be appropriate while a proposal to refer the complaint to a Commission of Inquiry is pending before the Governing Body or while the complaint is under investigation by a Commission of Inquiry. If there is to be a Commission of Inquiry, it is when the Commission for Inquiry has reported upon the merits of the complaint that the Governing Body may be called upon to take action in the matter.

9. It is, however, important that the Governing Body should avoid a delay of several weeks in taking the procedural decisions necessary to permit of the complaint being examined promptly and in an orderly manner.

¹ These articles are not reproduced here.
The Officers therefore recommend the Governing Body to take the following decisions at its present session:

(a) The Government of Ghana, as the government which has filed the complaint, should be requested by the Director-General to communicate to him within six weeks from the date of the filing of the complaint particulars of the grounds on which the Republic of Ghana is not satisfied that Portugal is securing the effective observance in her African territories of Mozambique, Angola and Guinea of the provisions of the Abolition of Forced Labour Convention, 1957, and of the evidence which the Republic of Ghana adduces for the purpose of substantiating the complaint.

(b) The Government of Portugal, as the government of the Member against which the complaint has been filed, should be requested by the Director-General to communicate its observations concerning the complaint to him within six weeks from the date on which the further particulars requested from the Government of Ghana are communicated to the Government of Portugal.

(c) In accordance with the provisions of paragraph 5 of article 26 of the Constitution of the International Labour Organisation, the Governing Body should invite the Government of Portugal to send a representative to take part in the proceedings of the Governing Body at subsequent sessions at which the matter is under consideration; in converying this invitation to the Government of Portugal, the Director-General should inform it that the Governing Body proposes to consider the matter at its 149th Session which will be held in Geneva on 2 June 1961.

(d) The Governing Body should at its 149th Session consider in the light of such further particulars as may be furnished by the Government of Ghana and such observations as may be received from the Government of Portugal whether the matter should be referred to a Commission of Inquiry.

10. The Officers envisage that in the event of a Commission of Inquiry being appointed the members of the Commission, who would serve as individuals in their personal capacities, would be chosen for their impartiality, integrity and standing, and would undertake by a solemn declaration to perform their duties and exercise their powers as members of the Commission "honourably, faithfully, impartially and conscientiously". A solemn declaration in these terms would correspond to that made by judges of the International Court of Justice. The Officers will make proposals concerning the other necessary arrangements at the appropriate stage.
APPENDIX XXIV

Alphabetical List of Persons Attending the Session

ABEYWiRA, N. L. (Ceylonese), Government representative; Deputy Commissioner of Labour.


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.

ALEGRIA, Mrs. Paula (Mexican), Counsellor, Permanent Delegation of Mexico to the international organisations in Geneva; substitute for Mr. Bravo Caro, Government deputy member.

ALEXE, Nicolas (Rumanian), Deputy Director of the State Committee for Labour and Wages Questions; accompanying Mr. Geamanu, Government representative.

AMBEKAR, Gangadhar D. (Indian), Workers' representative; General Secretary, Rashtriya Mill Mazdoor Sangh, Bombay.

ANTHONY, Seth (Ghanaian), Government representative; Permanent Representative of Ghana accredited to the European Office of the United Nations.

AOKI, Morio (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.

VON ARNDT, Georg, representative of the Organisation for European Economic Co-operation; Head of the Manpower Division in the Technical Directorate.

ARNOTT, Lawrence John (Australian), Government observer; Permanent Representative of Australia to the European Office of the United Nations, Geneva.

ASCHER, J., Chief of the Secretariat of the Office of the High Commissioner for Refugees, accompanying Mr. Jaeger, Representative of the Office of the High Commissioner for Refugees.

AZMI, Sadegh (Iranian), Government observer; Adviser and Labour Attaché, Permanent Delegation of Iran accredited to the European Office of the United Nations.

BARBOZA-CARNEIRO, Julio Augusto (Brazilian), Government observer; Ambassador; Representative of the Government of Brazil accredited to the International Labour Organisation.

BERGENSTROM, Gullmar (Swedish), Employers' representative; President, International Council of the Danish, Finnish, Norwegian and Swedish Employers' Confederations.

BERTRAND, Gullmar (Swedish), Employers' representative; Professor of International Law, Rome University; Representative of the Government of Italy on the Governing Body.

BETTINI, E., representative of the Intergovernmental Committee for European Migration; Chief, Department of Plans and Liaison.

BORGazzi, Giuseppe, observer representing the World Federation of Trade Unions; Permanent Representative in Geneva of the W.F.T.U.

BORN, L. L. (Nigerian), Workers' deputy member; General Secretary, Trades Union Congress (Nigeria).


BOSON, Marcel, observer representing the International Co-operative Alliance.

BOULADOUX, Maurice (French), Workers' deputy member; President, French Confederation of Christian Workers.

BRAYO CARO, Enrique (Mexican), Government deputy member; Minister Plenipotentiary, Permanent Delegation of Mexico to the international organisations in Geneva.

BUJOR, Nicou (Rumanian), Third Secretary, Ministry of Foreign Affairs; accompanying Mr. Geamanu, Government representative.

CALAMARI, Humberto (Panamanian), Government representative; Envoy Extraordinary and Minister Plenipotentiary; Permanent Delegate of Panama accredited to the European Office of the United Nations and the International Labour Organisation; Representative of the Government of Panama on the Governing Body.

CALHEIROS LOPES, A. (Portuguese), Employers' substitute deputy member; Permanent Delegate of the Republic of Argentina to the international organisations in Geneva.

CAMANELLA, Pietro (Italian), Employers' representative; Member of the Board of the General Confederation of Italian Industry.

CAMPORA, Mario A. (Argentinian), Third Secretary, Permanent Mission of the Republic of Argentina to the international organisations in Geneva; accompanying Mr. Pico, Government representative.

CARASALES, Julio César (Argentinian), First Secretary, Permanent Delegation of the Republic of Argentina to the international organisations in Geneva; substitute for Mr. Pico, Government representative.

CASSELS, John Seton (United Kingdom), Principal, Ministry of Labour; accompanying Mr. Slater, Government representative.

CLAUSSEN, Wilhelm (German, Federal Republic), Government representative; Secretary of State, Federal Ministry of Labour and Social Affairs; Representative of the Government of the Federal Republic of Germany on the Governing Body.

COLLISON, Harold (United Kingdom), Workers' representative; Member of the Trades Union Congress General Council.

CRAPON DE CAPRONA, N., International Agency Liaison Branch of the Programme and Budgetary Service; accompanying Mr. Dey, representative of the Food and Agriculture Organisation of the United Nations.

DE BOCK, Nathalis (Belgian), Workers' deputy member; National Secretary, Belgian General Federation of Labour.
De Long, Allen R. (United States), Special Assistant to the Secretary, Department of Commerce; accompanying Mr. Lodge, Government representative.

Denys, Jacques (Belgian), Counsellor of the Ministry of Employment and Labour; accompanying Father Stokman, Government representative of the Netherlands.

Desmaison, Alejandro (Peruvian), Employers' deputy member; Manager, National Federation of Industries; Secretary-General, Peruvian Employers' Standing Committee on I.L.O. Questions.

Dey, S. K., representative of the Food and Agriculture Organisation of the United Nations; Director of Rural Institutions and Services Division.

Donnadié, Aristide (Costa Rica), Government observer; Consul-General in Geneva; Permanent Delegate of Costa Rica to the international organisations in Geneva.

Dreyer, Erik (Danish), Government representative; Permanent Secretary, Ministry of Social Affairs.

Dudley-Martin, William, Assistant to the Secretary-General of the International Organisation of Employers; accompanying Mr. Lagasse, observer representing the I.O.E.

Dunning, H. A. (United Kingdom), International Department, British Trades Union Congress; accompanying Mr. Collison, 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.

Erchov, Pavel L., representative of the United Nations Educational, Scientific and Cultural Organisation; Assistant Director-General.

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), Counsellor, Federal Ministry of Labour and Social Affairs; accompanying Mr. Claussen, Government representative.

Faupl, 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.

Foessel, Jean (French), Civil Administrator, Ministry of Finance and Economic Affairs; accompanying Mr. Ramadier, Government representative.

De la Fuente Locker, Max (Peruvian), Government deputy member; Ambassador; Permanent Delegate of Peru to the international organisations in Geneva; Representative of the Government of Peru on the Governing Body.

Gavrilov, Gori (Bulgarian), Secretary, Permanent Mission of the People's Republic of Bulgaria accredited to the European Office of the United Nations and the international organisations; accompanying Mr. Tsankov, Government deputy member.

Geamau, Grigore (Rumanian), Government representative; Envoy Extraordinary and Minister Plenipotentiary of the People's Republic of Rumania in Berne; Representative of the Government of Rumania on the Governing Body.

Gayour, Massoud (Iranian), Employers' representative; Vice-President, Executive Committee, Industrial Employers' Association of Iran.

Girard, Mrs. F. (French), Director of General Administration and Personnel, Ministry of Labour; accompanying Mr. Ramadier, Government representative.


Goulet, Paul (Canadian), Director of the I.L.O. Branch, Department of Labour; accompanying Mr. Haythorne, Government representative.

Gourja, Mohamed (Moroccan), Labour Inspector; substitute for Mr. Lahrizi, Government deputy member.

Groffier, Miss, accompanying Mr. Lagasse, observer representing the International Organisation of Employers.

Hamid Ali, M.S.Pk., C.S.P. (Pakistani), Government deputy member; Secretary, Ministry of Health, Labour and Social Welfare.

Hancock, K. W., Department of Plans and Liaison of the Intergovernmental Committee for European Migration; accompanying Mr. Bettini, representative of I.C.E.M.


Haythorne, George V. (Canadian), Government representative; Deputy Minister of Labour; representative of the Government of Canada on the Governing Body.

Heider, Alfred (German, Federal Republic), Expert, Assistant to the President, German Confederation of Trade Unions; accompanying Mr. Richter, Workers' representative.

Hempel, Paul (Austrian), Government observer; Director, Ministry of Social Administration.

Henderson, Peter G. F. (Australian), First Secretary, Permanent Mission of Australia to the European Office of the United Nations; accompanying Mr. Arnot, Government observer.

Hernandez, Jose J. (Philippine), Workers' deputy member; General Secretary, Philippine Trade Unions Council.

Heyer, Alfred, accompanying Mr. Patteet, observer representing the International Confederation of Free Trade Unions.

von Holten, Johan (Swedish), Secretary, Swedish Employers' Confederation; accompanying Mr. Bergström, Employers' representative.

Hulinský, Iiia (Czechoslovak), Attaché, Permanent Delegation of the People's Republic of Czechoslovakia to the European Office of the United Nations; substitute for Mr. Klusák, Government observer.

Ionascu, Jacob (Rumanian), Acting Representative of the People's Republic of Rumania accredited to the European Office of the United Nations and the specialised agencies; accompanying Mr. Geamau, Government representative.

Jæger, Gilbert, representative of the Office of the High Commissioner for Refugees; Deputy Director.

Kahany, Menahem (Israeli), Government deputy member; Minister Plenipotentiary; Permanent Delegate of Israel accredited to the European Office of the United Nations; substitute representative of the Government of Israel on the Governing Body.

Kaplansky, Kalmen (Canadian), Workers' deputy member; Director, International Affairs Department, Canadian Labour Congress.

Kitamura, Kusio (Japanese), First Secretary, Permanent Delegation of Japan to the international organisations in Geneva; accompanying Mr. Aoki, Government representative.

Klusak, Milan (Czechoslovak), Government observer; Permanent Representative of the People's Republic of Czechoslovakia to the European Office of the United Nations.


Korte, H., Jr. (Netherlands), Workers' deputy member; Vice-President, Netherlands Federation of Trade Unions.


Kulaga, E. (Polish), Government observer; Counsellor, Deputy Permanent Representative of the People's Republic of Poland to the European Office of the United Nations.

Kuntschen, Charles (Swiss), Employers' substitute deputy member; Secretary, Central Federation of Swiss Employers' Associations.

Ladhari, Nout (Tunisian), Government representative; Chief of the Labour and Manpower Department; representative of the Government of Tunisia on the Governing Body.

Lagasse, Raphael, observer representing the International Organisation of Employers; Secretary-General of the I.O.E.; Secretary of the Employers' group.

Lahiri, Abdallah (Moroccan), Government deputy member; Director of the Private Office of the Minister of Labour and Social Affairs.

Lappalainen, Veijo (Finnish), Government deputy member; Cabinet Secretary, Ministry of Social Affairs; substitute representative of the Government of Finland on the Governing Body.

Lawyer, John E. (United States), Associate Director, Office of International Labor Affairs, Department of Labor; accompanying Mr. Lodge, Government representative.


Lodge, George C. (United States), Government representative; Assistant Secretary of Labor, International Affairs, Department of Labor; Chairman of the Governing Body, 1960-61.

Lock, Lukas Casparus (Union of South Africa), Government observer; Labour Attaché, Embassy of the Union of South Africa, The Hague.

Lucioli Ottieri, Franco (Italian), Deputy Permanent Delegate, Permanent Delegation of Italy to the European Office of the United Nations; accompanying Mr. Ago, Government representative.

Luranova, Mrs. Vela (Bulgarian), Permanent Representative of the People's Republic of Bulgaria accredited to the European Office of the United Nations and the international organisations; accompanying Mr. Tzankov, Government deputy member.

Luker, Norman, representative of the United Nations; External Relations Officer of the European Office.

Lyskov, Vladimir Aleksandrovich (U.S.S.R.), First Secretary, International Economic Organisations Division, Ministry of Foreign Affairs; accompanying Mr. Goroshkin, Government representative.

McCorquodale of Newton, The Rt. Hon. Lord (United Kingdom), Employers' representative; President, British Employers' Confederation.

Mainwaring, John (Canadian), Labour Attaché, Canadian Embassy, Brussels; accompanying Mr. Haythorne, Government representative.

Malikov, Aleksandr Sergeieievich (U.S.S.R.), First Secretary, International Economic Organisations Division, Ministry of Foreign Affairs; accompanying Mr. Goroshkin, Government representative.

Merani, S. T. (Indian), Government representative; International Labour Adviser, Permanent Delegation of India to the international organisations in Geneva; Representative of the Government of India on the Governing Body.

Mermilod, Louis (French), International Relations Service, National Council of French Employers; accompanying Mr. Waline, Employers' representative.

Mishiro, Akio (Japanese), Employers' representative; Chairman of the I.L.O. Committee, Japanese Federation of Employers' Associations.

Mochi-Onori, Manuzio (Italian), Law and International Labour Questions Section, General Confederation of Italian Industry; substitute for Mr. Campanella, Employers' representative.

Monk, Albert E. (Australian), Workers' representative; President, Australian Council of Trade Unions.

Mori, Jean (Swiss), Workers' representative; Secretary, Swiss Federation of Trade Unions; Vice-Chairman of the Governing Body.

Moustafa, Abdelmoneim, representative of the League of Arab States; Ambassador; Representative in Geneva.

Muro de Nadal, Francisco A. P. (Argentinian), Employers' deputy member; Member of the Projects Committee, General Economic Confederation of Argentina; President, Catholic Association of Employers.

De Muyck, Gust, representative of the European Economic Community; Director-General of Social Affairs.

Nasr, Marwan (Lebanese), Employers' deputy member; Association of Lebanese Industrialists.

Neda, Octavian (Rumanian), Second Secretary, Permanent Mission of the People's Republic of Rumania accredited to the European Office of the United Nations and the specialised agencies; accompanying Mr. Geamanu, Government representative.


Nielsen, Ove, representative of the Intergovernmental Maritime Consultative Organisation; Secretary-General.

O'Brien, John (Irish), Employers' deputy member; Vice-President, Dublin Chamber of Commerce.

Oechslin, M., accompanying Mr. Lagasse, observer representing the International Organisation of Employers.

Orchard, D. W. J. (United Kingdom), Ministry of Labour; accompanying Mr. Slater, Government representative.

Pantos, George (United States), Attorney, Legal and Industrial Relations Division, United States Chamber of Commerce; accompanying Mr. Parker, Employers' representative.

Parker, Cola G. (United States), Employers' representative; Honorary Vice-President, National Association of Manufacturers.
PARMIGIANI, Angelo (Brazilian), Workers' deputy member; President, National Confederation of Commercial Employees.

PATTERSON, Mrs. Sybil S. (United States), Assistant Vice-President, Industrial Relations Division, National Association of Manufacturers; substitute for Mr. Parker, Employers' representative.

PETROV, Ivan (Bulgarian), Secretary, Permanent Mission of the People's Republic of Bulgaria accredited to the European Office of the United Nations and the international organisations; accompanying Mr. Tarre Murzi, Government representative.

PETROV, Ivan, representative of the General Agreement on Tariffs and Trade; accompanying Mr. Royer, representative of the Government of Argentina.

PETTET, 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.

PATTERSON, Mrs. Sybil S. (United States), Assistant Vice-President, Industrial Relations Division, National Association of Manufacturers; substitute for Mr. Parker, Employers' representative.

PÉREZ CHIRIBOGA, M. (Venezuelan), Secretary, Permanent Delegation of Venezuela to the European Office of the United Nations and specialised agencies in Geneva; accompanying Mr. Tarre Murzi, Government representative.

PÉREZ JUŻENIDA, M. (Venezuelan), Secretary, Permanent Delegation of Venezuela to the European Office of the United Nations and specialised agencies in Geneva; accompanying Mr. Tarre Murzi, Government representative.

PETROV, Ivan, representative of the General Agreement on Tariffs and Trade; accompanying Mr. Royer, representative of the Government of Argentina.

PICKETT, Angelo (Brazilian), Workers' deputy member; Secretary-General of Labour.

POLLOCK, Sir George (United Kingdom), Director, British Employers' Confederation; substitute for Lord McCorquodale, Employers' representative.


PILIPCHUK, Mrs. N. I. (U.S.S.R.), Expert, Senior Economist, International Relations Section, State Labour and Wages Committee, Council of Ministers; accompanying Mr. Goroshkin, Government representative.

POLLOCK, Sir George (United Kingdom), Director, British Employers' Confederation; substitute for Lord McCorquodale, Employers' representative.

PORCELY, Jean, representative of the Council of Ministers; accompanying Mr. Rossetti, Under-Secretary, Ministry of Labour.

PONTI, Vincenzo (Italian), Secretary-General, Italian Confederation of Workers' Unions.


POTTER, Robert J. (United States), Government representative; Secretary of the Workers' group; substitute for Father Stokman, Government deputy member.

POUNDS, Gordon C. H. (United Kingdom), Government representative; Director of the Central Labour Department, Ministry of Social Affairs and Labour.

POTTER, Robert J. (United States), Government representative; Secretary of the Workers' group; substitute for Father Stokman, Government deputy member.

POTTER, Robert J. (United States), Government representative; Secretary of the Workers' group; substitute for Father Stokman, Government deputy member.
Tata, Naval H. (Indian), Employers' representative; Director, Tata Industries Ltd., Bombay; President, Employers' Federation of India.

Terziev, Christo (Bulgarian), Secretary of the National Committee on Social and Labour Questions; accompanying Mr. Tzankov, Government deputy member.

Thomas, Fritz (German, Federal Republic), Senior Counsellor, Federal Ministry of Labour and Social Affairs; accompanying Mr. Claussen, Government representative.

Tzankov, Angel (Bulgarian), Government deputy member; Vice-President of the Labour and Prices Committee of the Council of Ministers; representative of the Bulgarian Government on the Governing Body.

Vara, István (Hungarian), Government observer; Attaché, Permanent Mission of the Hungarian People's Republic to the European Office of the United Nations.

Vermeulen, Adrianus, Head of the Labour and Social Factors Division, European Productivity Agency; accompanying Mr. von Arnim, representative of the Organisation for European Economic Co-operation.

Vinck, F., representative of the High Authority of the European Coal and Steel Community; Director-General, General Directorate for Labour, Readjustment and Reconversion Problems.

Wajid Ali, Syed (Pakistani), Employers' deputy member; Employers' Association of West Pakistan.

El Wakil, M., Deputy Representative of the League of Arab States in Geneva; accompanying Mr. Mustafa, representative of the League of Arab States.

Woline, Pierre (French), Employers' representative; General Delegate, Federation of Metal and Mining Industries; Vice-Chairman of the Governing Body.

Weaver, G. L. P. (United States), Special Assistant to the Secretary of Labor; substitute for Mr. Lodge, Government representative.

Weiner, Herbert E. (United States), Office of International Economic and Social Affairs, Department of State; accompanying Mr. Lodge, Government representative.

Yllanes Ramos, Fernando (Mexican), Employers' representative; Adviser and Member of the Executive Board, Confederation of Chambers of Industry.

Yu, T'z'um-ch'i (Chinese), Government representative; Ambassador of the Republic of China in Rome; Representative of the Government of China on the Governing Body.


Zofka, Borek, Geneva representative of the International Trade Secretariats; accompanying Mr. Patteet, observer representing the International Confederation of Free Trade Unions.
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