INTERNATIONAL LABOUR OFFICE

MINUTES

OF THE

150TH SESSION

OF

THE GOVERNING BODY

GENEVA, 21-24 NOVEMBER 1961
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The Governing Body of the International Labour Office

MINUTES OF THE 150th SESSION

The 150th Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 21 November to Friday, 24 November 1961.

In the absence of Mr. Merani, Chairman of the Governing Body, Mr. Mōri, Workers' Vice-Chairman, and Mr. Waline, Employers' Vice-Chairman, took the Chair alternately.

The Governing Body was composed as follows:

**Government group:**
- Argentina: Mr. Pico.
- Canada: Mr. Haythorne.
- Ceylon: Mr. Umagiliya.
- China: Mr. Yō.
- Denmark: Mr. Dreyer.
- France: Mr. Parodi.
- Federal Republic of Germany: Mr. Clausen.
- Ghana: Mr. Nettey.
- India: Mr. Bhavandas.
- Italy: Mr. Ago.
- Japan: Mr. Aoki.
- Netherlands: Father Stokman.
- Peru: Mr. de la Fuente Locker.
- Rumania: Mr. Ionasco.
- 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. Ghayour.
- Lord McCrorquodale.
- Mr. Machado Neto.
- Mr. Mishiro.
- Mr. Pantos (substitute for 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. Mōri.
- Mr. Richter.
- Mr. Sánchez Madariaga.

The representative of the Government of Panama was absent and was not replaced by a substitute. In accordance with article 3, paragraph 3 (a) (i), of the Standing Orders of the Governing Body, the representative of the Government of Peru was authorised to vote in his place.

The following regular representatives were absent:

**Government group:**
- India: Mr. Merani.
- Rumania: Mr. Geămănu.

**Employers' group:**
- Mr. Parker.

**Workers' group:**
- Mr. Nielsen.
- Mr. Ben Seddiik.

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

**Government group:**
- Bulgaria: Mr. Tzankov.
- Chile: Mr. Riccio.
- Finland: Mr. Rinne.
- Israel: Mr. Bar-Niv.
- Mexico: Mr. Calderón Puig.
- Morocco: Mr. Gourja.
- Pakistan: Mr. Hamid Ali.
- United Arab Republic: Mr. Abualam.
- Viet-Nam: Mr. Phan-Van-Thinh.

**Employers' group:**
- Mr. Erdmann.
- Mr. Muño de Nadal.
- Mr. Nasr.
- Mr. Fennema.
- Mr. Rifaat.
- Mr. Robinson.
- Mr. Wajid Ali.
- Mr. Desmaison.
- Mr. Kuntschen.
- Mr. Isip.

**Workers' group:**
- Mr. Becker.
- Mr. Bora.
- Mr. Boulaouix.
- Mr. Hernandez.
- Mr. Korte.
Mr. Parmigiani.
Mr. Sabroso Montoya.
Mr. Weissenberg.

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

**Australia**: Mr. Weston.
**Austria**: Mr. Hempel.
**Brazil**: Mr. Barbosa-Carneiro.
**Cuba**: Mr. Camejo Argudín.
**Czechoslovakia**: Mr. Klusák.
**Dominican Republic**: Mr. Thomen.
**Hungary**: Mr. Bényi.
**Ireland**: Mr. MacCarthy.
**Poland**: Mrs. Rusinowa.
**Spain**: Mr. Aniel-Quiroga.
**Yugoslavia**: Mr. Popović.

There were also present:

Mr. Morse, Director-General of the International Labour Office.
Mr. Rens, Deputy Director-General.
Mr. Rao, Assistant Director-General.
Mr. Jenkins, Assistant Director-General.
Mr. Yalden-Thomson, Assistant Director-General.
Mr. 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. Luker.
Office of the High Commissioner for Refugees: Mr. Asscher.
United Nations Educational, Scientific and Cultural Organisation: Mr. Bertrand.
World Health Organisation: Dr. Hafezi.
Intergovernmental Maritime Consultative Organisation: Mr. Dente.
General Agreement on Tariffs and Trade: Mr. Royer.
Organisation for Economic Co-operation and Development: Mr. von Arnim; Mr. Schretzmayr.
Council of Europe: Mr. Tennyfjord.
High Authority of the European Coal and Steel Community: Mr. Archibugi.
European Economic Community: Mr. de Muynck.
Intergovernmental Committee for European Migration: Mr. Bettini.
League of Arab States: Mr. el Wakil.

Representatives of non-governmental international 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:

Miss Alegria, substitute for Mr. Calderón Puig.
Mr. André, accompanying Father Stokman.

Mr. Belonogov, accompanying Mr. Goroshkin.
Mr. Bosch, substitute for Mr. Pomes.
Mr. Camora, accompanying Mr. Pico.
Mr. Carasale, substitute for Mr. Pico.
Mr. Carlhammar, accompanying Mr. Bergenström.
Mr. Denys, accompanying Father Stokman.
Mr. Dudley-Martin, accompanying Mr. Lagasse.
Mr. Dunnng, accompanying Mr. Collison.
Mrs. Escardo de Villarán, accompanying Mr. de la Fuente Locker.
Mr. Fernández de Soignié, accompanying Mr. Aniel-Quiroga.
Mr. Franz, accompanying Mr. Riccio.
Mr. Gavrilov, accompanying Mr. Tzankov.
Mr. González, accompanying Mr. Calderón Puig.
Mr. Good, accompanying Mr. Weaver.
Mr. Gottlieb, accompanying Mr. Haythorne.
Miss Groffier, accompanying Mr. Lagasse.
Mr. Guinassi López de Romaña, substitute for Mr. de la Fuente Locker.
Mr. Hauck, substitute for Mr. Parodi.
Mr. Heyer, accompanying Mr. Patteet.
Mr. Hulinsky, accompanying Mr. Klusák.
Mr. el Kareh, accompanying Mr. el Wakil.
Mr. Kitamura, accompanying Mr. Aoki.
Mr. Kudo, substitute for Mr. Aoki.
Mr. Lasocki, accompanying Mr. Bettini.
Mr. Lawyer, substitute for Mr. Weaver.
Mr. Lee, substitute for Mr. You.
Mr. Love, accompanying Mr. Weaver.
Miss Lunsingh Meijer, accompanying Father Stokman.
Mr. Mainwaring, accompanying Mr. Haythorne.
Mr. Malikov, accompanying Mr. Goroshkin.
Mr. Mark, accompanying Mr. Weaver.
Mr. Mermillod, accompanying Mr. Waline.
Mr. Mochi-Onori, substitute for Mr. Campanella.
Mr. Natale, accompanying Mr. Ago.
Mr. Olenhauser, accompanying Mr. Archibugi.
Mr. Pammett, accompanying Mr. Haythorne.
Mr. Pérez Chiriboga, accompanying Mr. Tarre Murzi.
Mr. Petrov, accompanying Mr. Tzankov.
Mrs. Pilipchuk, accompanying Mr. Goroshkin.
Mr. Postararo, accompanying Mr. Ago.
Mr. Pozharsky, accompanying Mr. Goroshkin.
Mr. Procter, substitute for Lord McCorquodale.
Mr. Purpura, substitute for Mr. Ago.
Mr. Rayn, substitute for Mr. Dreyer.
Mr. Reed, accompanying Mr. Royer.
Mr. Rowell, accompanying Mr. Weaver.
Mr. Saintigny, accompanying Mr. Waline.
Mr. Schlottfeldt, accompanying Mr. Erdmann.
Mr. Seidman, accompanying Mr. Faupl.
Mr. Simon, accompanying Mr. Richter.
Mr. Sisson, accompanying Mr. Slater.
Mr. Skillman, accompanying Mr. Weaver.
Mr. Soč, accompanying Mr. Popović.
Mr. Sohns, substitute for Father Stokman.
Mr. Tanikawa, accompanying Mr. Mishiro.
Mr. Thomas, accompanying Mr. Clausen.
Mr. Tourón Lugo, accompanying Mr. Tarre Murzi.
Mr. Tudor, accompanying Mr. Ionasco.
Mr. Yaish, substitute for Mr. Bar-Niv.
Mr. Zofka, accompanying Mr. Patteet.
MINUTES OF THE FIRST SITTING
(Tuesday, 21 November 1961—10:25 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Waline.

Mr. Ago, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Becker, Mr. Berggrenström, Mr. Bhavandas, Mr. Campanella, Mr. Claussen, Mr. Collison, Mr. Dreyer, Mr. Faupl, Mr. de la Fuente Locker, Mr. Ghaour, Mr. Goroshkin, Mr. Haythorne, Mr. Ionasco, Mr. Kaplansky, Mr. Ladhari, Mr. Lee, Lord McCrorquodale, Mr. Machado Neto, Mr. Mihirio, Mr. Monk, Mr. Möri, Mr. Nettey, Mr. Pantos, Mr. Parodi, Mr. Pico, Mr. Pomés, Mr. Sabrosomonroya, Mr. Santigny, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarke Murzi, Mr. Tata, Mr. Uamagilaya, Mr. Weaver, Mr. Yllanes Ramos.

Opening of the Session

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

Message of Sympathy to the Chairman of the Governing Body, Mr. Merani

The Governing Body decided to send to its Chairman and to Mrs. Merani a message of sympathy and good wishes for their rapid and complete recovery from the injuries sustained in their recent accident, which had prevented Mr. Merani from attending the session.

Composition of the Governing Body at the 150th Session

The Governing Body took note that the Chairman had received written notification from Mr. Calamari, Government representative of Panama, authorising Mr. de la Fuente Locker, Peruvian Government representative, to vote in his place at the 150th Session in accordance with article 3, paragraph 3 (a), of the Standing Orders of the Governing Body.


detention of Mr. Salem Shita

Mr. Möri said that the Workers' group had asked the Director-General to cable an urgent request to the Libyan Government to enable Mr. Shita, Workers' substitute member of the Governing Body, to attend the session. It appeared that Mr. Shita was at present under arrest for strike action in his own country, but the Constitution of the I.L.O. provided that members of the Governing Body should enjoy such privileges and immunities as were necessary for the independent exercise of their functions in connection with the Organisation. He asked whether the Director-General had received any reply from the Libyan Government.

The Director-General said that he had sent a cable to the Government of Libya on 17 November asking that Mr. Shita be permitted to attend the present session of the Governing Body, and had received the following cable in reply:

Your telegram of 17 November: be informed Salem Shita shall not attend I.L.O. meeting 150th Session being still under arrest awaiting trial for charges explained in detail in our reply memorandum airmailed to you 12th instant.

Abdul Mawia Lenggi,
Minister of Labour and Social Affairs.

The memorandum referred to in the Libyan Government's cable had not yet been received. Mr. Möri expressed satisfaction at the action taken by the Director-General and asked that the Governing Body request the Director-General to send a further urgent invitation to the Libyan Government to enable Mr. Shita to fulfil his functions in connection with the 150th Session.

Mr. Sánchez Madariaga supported Mr. Möri's request and asked the Chairman to give effect to it.

The Chairman said that the Governing Body would no doubt wish to request the Director-General to recall to the Libyan Government its obligations under the Constitution in respect of the immunities of members of the Governing Body, and draw the Government's attention to the fact that its memorandum had not yet been received. There would be an opportunity of reopening the matter in the light of further developments.

It was so decided.

Obituary.¹

The Chairman, Mr. Ago on behalf of the Government group, Mr. Yllanes Ramos on behalf of the Employers' group, and Mr. Möri on behalf of the Workers' group, paid tribute to the memory of Mr. Dag Hammarskjöld, Mr. Paul Ramadier, Mr. Paul Tschoffen, Mr. Rodolphe Rubattel, Sir Cecil Kisch, Mr. Ludovico d'Aragona and Mr. Lawrence Katilungu.

¹ See the Report of the Director-General, part I, pp. 150-151, and sixth supplementary report, part I, p. 158.

¹ See below, Minutes of the Seventh Sitting, p. 50.
Statement by the Director-General concerning
His Desire to Be Relieved of His Duties

The Chairman said that the statement which the Director-General was about to make should not give rise to a debate at the present session, as members would have an opportunity to make appropriate observations at the 151st Session. After the Director-General had made his statement he would call on one member from each group to make brief observations.

The Director-General said that the need had arisen for him to make a statement about his own plans as they affected the International Labour Office, as the Governing Body was on the threshold of consideration of the question of his possible re-election or the election of his successor.

He had been elected Director-General on 12 June 1948, when the Governing Body had been composed of 32 members. At that time the term of office of the Director-General under the Staff Regulations had been ten years, with the possibility of one renewal by re-election for a further term of three years. On 31 May 1957, 15 months prior to the end of his ten-year term, the Governing Body had considered the question of his re-election and had decided to change the Staff Regulations so that it could, if it chose, re-elect him for additional periods of five years each. He had been re-elected for a term of five years. At that time the Governing Body had been composed of 40 members. Following this precedent it would have been normal for the election of a Director-General to take place at the Governing Body session in May-June 1962, and during recent weeks certain members of the Governing Body had approached him expressing the hope that he would accept reappointment. He had been greatly moved by the expression of a general sentiment that he should stand for another term of office. If he were to do this and be re-elected he would have served as Director-General for 20 years, and if he left at the end of his present term he would have served for 15 years; at the present time he was senior in years of service to any of the other executive heads in the United Nations family.

In 1948, when he had been first elected, the total staff of the I.L.O. throughout the world had numbered 606; there had been 52 member States, and the gross budget of the Organisation had been slightly in excess of $4 million. The I.L.O. had been a standard-setting and research organisation which also advised governments on questions of social policy. In 1962 the I.L.O. had a staff of 1,638, a membership of 101 States and total combined annual resources, including the regular budget, the Expanded Programme of Technical Assistance and United Nations Special Fund contributions, of approximately $20 million. The I.L.O. was an operational as well as a standard-setting organisation with important additional educational activities. The Organisation's continued growth was evidence of its strength and health, because when an organisation stopped growing it had only one alternative—to decline. He had faith in the present and future role of the I.L.O. in world affairs, and there was a normal temptation to continue to participate in its growth and in the continued improvement of the standards of living of working men and women throughout the world and in the fight against ignorance, misery and poverty. He felt deeply, however, that he must resist this temptation and give notice of his desire to be relieved of his duties as Director-General. He suggested that the specific date of separation should be fixed in consultation with the Officers of the Governing Body, taking into account the need for the presentation of the 1963 budget proposals to the next session of the Governing Body.

He had taken this step only after the most serious consideration. The reasons for it were uncomplicated, human and very simple. He believed that after 25 years of public and military service, almost 17 of them spent abroad, the moment had come for him to resume the duties and responsibilities of normal citizenship in his own country. His action had been precipitated by the fact that he had received an invitation for service in his own country in activities which would be kindred to the objects and purposes of the I.L.O. Devoted as he was to the Organisation and to the struggle for world peace, it had been very difficult for him to reach this decision, which had been made even more difficult by the fact that his position as the head of the I.L.O. during a period in which it had grown to its greatest strength, influence and creative power. He would leave behind to his eventual successor a great administrative machine and one of the finest and most devoted international staffs in the world. He assured the Governing Body that the I.L.O. would continue to function with full effectiveness and without any loss of direction or momentum during the period of transition before his successor was formally designated.

He apologised if during his years of service he had offended any member of the Governing Body and asked forgiveness for his mistakes, which had been acts of commission in pursuance of duty, done in good faith and in jealous protection of the trust that had been reposed in him. He thanked all members of the Governing Body and all member States for the rare opportunity which had been given him for service to mankind throughout the world. He also thanked his colleagues and staff for their cooperation, loyalty, devotion and patience. When he left the Organisation, it would be with a prayer that it should continue to stand, always...
stronger and firmer, as a solid rock from which light would radiate to show men and women wherever they might be the road to freedom, individual dignity and lasting peace.

The Chairman said that he himself had been overwhelmed by the news which the Director-General had communicated to him privately two days previously. Members of the Governing Body would have an opportunity at the next session to express the emotion which they must feel.

Mr. Weaver paid a tribute of gratitude on behalf of the Government group to the Director-General and to Mrs. Morse. He drew particular attention to the Director-General's contribution, through his single-minded dedication, in helping to impose the principle of an international civil service and of a staff exclusively international in character, composed of outstanding individuals who did not seek or receive instructions from any source other than the Governing Body or the Conference. This concept provided the only guarantee of an orderly international service and of the foundation of his own policy, and had on many occasions expressed his profound esteem for Mr. Morse as Director-General; he would certainly be most deeply affected by the Director-General's announcement.

Mr. Barboza-Carneiro (observer representing the Brazilian Government) paid a tribute of gratitude on behalf of the Employers' group, of whom he and Mrs. Morse had won the admiration and friendship. He drew particular attention to the great growth of the Organisation during Mr. Morse's term of office; his departure would be a great loss, and he could only hope that it would be put off for as long as possible.

The Chairman called upon Mr. Barboza-Carneiro, observer representing the Brazilian Government.

Mr. Bergerström paid tribute to the Director-General on behalf of the Employers' group, of whom he and Mrs. Morse had won the admiration and friendship. He drew particular attention to the great growth of the Organisation during Mr. Morse's term of office; his departure would be a great loss, and he could only hope that it would be put off for as long as possible.

Mr. Gourja supported the remarks of Mr. Abualam and asked that in his communication to the Government of South Africa the Director-General urge the Government to make known its intentions within a definite time limit.

Mr. Labadi said that the Conference had unanimously condemned apartheid, and that the whole resolution had been adopted with no votes against and subject only to a certain number of abstentions. The Governing Body had no power to take peremptory action, and all it could do was to advise the Government of South Africa to draw the necessary conclusions from the resolution. In communicating it the Director-General should make quite clear the conditions in which the resolution had been adopted and the significance of its condemnation of apartheid.

The last phrase of the final operative paragraph of the resolution, which requested the Governing Body to ensure speedy implementation of the resolution, should not be lost sight of, and the Director-General's communication should also therefore press for rapid and effective action in accordance with the resolution.

Mr. Goroshkin recalled the unanimity with which the Conference had condemned racial discrimination in South Africa and thought that the Governing Body should do likewise. He supported the remarks of the United Arab Republic Government representative and those of other speakers who had stressed the requirement in the resolution that prompt and practical effect should be given to it.

Mr. Ionasco supported the remarks of the United Arab Republic Government representative. The resolution had been adopted by the vast majority of delegates to the Conference and, having regard to the factual and legal encouragement of racial discrimination by the Government of the Republic
of South Africa, the Governing Body should give effect to the resolution and request a reply by a definite date.

Mr. Hamid Ali supported the proposal made by the Government representatives of Venezuela and the United Arab Republic. In order to avoid any further discussion, the best course would be for the Governing Body to decide to communicate the text of the resolution to the Government of South Africa and to convey the advice of the International Labour Conference.

It was so decided.

Resolution concerning Freedom from Hunger.

Mr. Goroshkin criticised the lack of practical content in many of the proposals in the Office document. He regarded the resolutions as a responsibility laid on the Governing Body by the Conference and thought that definite action should be taken on them. The particular resolution under discussion had quite rightly taken up a great deal of the time of the Resolutions Committee and of the Conference and had been warmly supported, and it might therefore have been expected that the Director-General would have worked out a more definite and broader programme of activity for the Office to give effect to it; perhaps he had not had sufficient time to do so since the end of the 45th Session of the Conference.

He had no objection to the resolution being communicated to the various organisations listed in paragraph 19 of the Office document, but asked that the Director-General should submit to the Governing Body at its next session a broader and more definite programme of activities for the Organisation with a view to bringing about freedom from hunger.

The Deputy Director-General thought that paragraph 19 (d) met Mr. Goroshkin's point; the Director-General intended to submit certain definite proposals under several items on its agenda to the Governing Body at its next session, and also very probably at future sessions. Mr. Goroshkin could be assured that his recommendations would be duly taken into account in the preparation of future activities.

Mr. Goroshkin said that the proposals as they stood seemed very passive; if definite action was being prepared, he would prefer a more vigorous form of words.

Mr. Bergenström thought that the Office proposals were the reverse of passive. The purposes of the resolution had been for more than ten years in the forefront of I.L.O. preoccupations, to an increasing extent each year. As a first step it was desirable that the resolution should be communicated to the other organisations concerned. As regards I.L.O. activities proper, it should be taken into account in the general programme of work of the Office as far as practicable.

Mr. Ionasco recalled that almost half the discussion in the Resolutions Committee had been devoted to this particular resolution, and he supported the view that the I.L.O. should take practical steps to give effect to it. He could not agree that it should simply be communicated to other international organisations; the I.L.O. had a responsibility to seek one means of improving the disastrous situation of millions of human beings through, for instance, a more efficient utilisation of the industrial capacity of certain countries.

Mr. Fennema pointed out that the I.L.O. could deal with only one aspect of the problem, in which the F.A.O. had the most important responsibility. He thought that, as far as I.L.O. action was concerned, the proposals concerning employment policy under the third item of the Governing Body's agenda, which included employment policy in agriculture, would give satisfaction to previous speakers.

Mr. Kaplansky said that the Workers' group supported the proposals in the Office document and was confident that the Director-General would take full account of the discussion at the Conference and of the text of the resolution. The future work of the I.L.O. would no doubt be greatly influenced by the decision taken by the Conference.

Mr. Collison, speaking as the proposer of the original resolution, expressed satisfaction at the proposals in the Office document. He was sure that the other international organisations to which the resolution was to be communicated would regard it, as the I.L.O. did, as a matter of urgency, and that the phrase "in so far as is practicable" in the last subparagraph of the Office proposals would be interpreted in a positive and not a negative sense. The Office was already undertaking, or would be undertaking, activities in various fields which would help to achieve the purposes of the resolution; these included the rural development programme and projected activities in connection with employment policy. He had noted the Deputy Director-General's assurance that the Office intended to give the fullest consideration and practical implementation to the principles contained in the resolution.

The Chairman thought that the misgivings of members of the Governing Body would be allayed if the Deputy Director-General were to inform the Director-General of the various views expressed, and in particular of the importance attached to the words "in so far as is practicable" not being interpreted restrictively.

The Governing Body adopted the proposals in paragraph 19 of the Office document.

Resolution concerning Holidays with Pay.

The Governing Body adopted the proposal in paragraph 22 of the Office document.

The discussion was adjourned to the next sitting.1

The sitting closed at 12.55 p.m.

Pierre Waline.

1 See below, Minutes of the Second Sitting, pp. 17-21.
MINUTES OF THE SECOND SITTING
(Tuesday, 21 November 1961—4.10 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Waline.

Mr. Agó, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Becker, Mr. Bergenström, Mr. Bhavandas, Mr. Campanella, Mr. Claussen, Mr. Collison, Mr. Drever, Mr. Faup, Mr. de la Fuente Locker, Mr. Ghayour, Mr. Goroshkin, Mr. Haythorne, Mr. Ionasco, Mr. Kaplansky, Mr. Ladhari, Lord McCorquodale, Mr. Machado Neto, Mr. Mermilod, Mr. Mishiro, Mr. Monk, Mr. Möri, Mr. Nettey, Mr. Pantos, Mr. Parodi, Mr. Pico, Mr. Sabrosio, Montoya, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murei, Mr. Tata, Mr. Umagiliya, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yø.

Absent: Mr. Pomés.

FOURTH ITEM ON THE AGENDA

Action to Be Taken on the Resolutions Adopted at the 45th (1961) Session of the International Labour Conference (cont.)

Resolution concerning the Problems of Older Workers.

Mr. Kaplansky said that the Workers' group was satisfied that discussion of the problems of older workers as the central theme of the Director-General's Report to the 46th Session of the Conference would provide clarification for future I.L.O. action in this important field.

The Governing Body adopted the proposals in paragraph 28 of the Office document.

Resolution concerning the Development of the Regional Activities of the International Labour Organisation.

Mr. Bouladoux said that the Workers' group found the Office proposals a little vague. He asked whether the Director-General was in a position to inform the Governing Body at what session he intended to submit his report on regional activities to it. The Workers' group hoped that this would be done in time to enable the question to be placed on the agenda of an early session of the Conference.

The Director-General said that the study prepared in the Office was being re-examined in the light of the Conference's decisions, and would be discussed in connection with operational activities with the directors of field offices who were meeting in Geneva in January. In addition, the problem raised many important points of internal organisation and administration, and he did not think that he could responsibly submit a report to the Governing Body before the 152nd Session.

The Governing Body adopted the proposals in paragraph 32 of the Office document.

Resolution concerning Freedom of Association and the Protection of the Right to Organise, Including the Protection of Representatives of Trade Unions at All Levels.

Mr. Ionasco recalled that the U.S.S.R. and Rumanian Workers' delegates had submitted a resolution to the 45th (1961) Session of the Conference concerning the guarantee of the free exercise of their functions and the protection of representatives elected or nominated by the workers at the level of the workplace to representative organs, including trade unions. The text as adopted by the Conference was the result of amendments which had been improperly allowed by the Chairman of the Resolutions Committee and had in fact constituted a new resolution. The present text did not correspond to the initial proposal, and the Rumanian delegates had been among those who had voted against it. He therefore wished his reservations on the proposals in the Office document to be recorded.

Mr. Fernéma said that he had been in the Chair in the Resolutions Committee at the time and had acted in conformity with the Standing Orders in permitting amendments which widened the scope of the original resolution and had therefore been quite in order.

Mr. Kaplansky pointed out that the Standing Orders specifically enabled the Resolutions Committee to amend a resolution in such manner as it considered desirable. The Workers' group supported the proposals in the Office document on the understanding that subparagraph (c) of paragraph 33 covered the preparation by the Director-General of a comprehensive report on all aspects of the rights of trade union representatives at all levels, including the level of the workplace, as requested by the Conference.

The Governing Body adopted the proposals in paragraph 33 of the Office document.

Resolution concerning International Action in the Field of Workers' Housing.

The Governing Body adopted the proposals in paragraph 42 of the Office document.

Resolutions concerning Hours of Work in Agriculture, Hours of Work in Maritime Fishing, Hours of Work in Maritime Transport, and Publication of Information on Hours of Work.

The Governing Body adopted the proposals in paragraphs 43 and 45 of the Office document.

Resolution concerning the Social Security (Minimum Standards) Convention, 1952.

The Governing Body adopted the proposal in paragraph 48 of the Office document.
Resolution concerning Employment Policy.

The Governing Body adopted the proposals in paragraphs 55 and 56 of the Office document.

Mr. Goroshkin pointed out that the Conference had specifically requested in paragraph 3 (2) (a) of the resolution that the Governing Body should give high priority to the placing on the agenda of an early session of the Conference, not later than 1963, of an item concerning employment policy. The Governing Body could not take lightly such a recommendation by the Conference and, as he understood it, this question must necessarily be placed on the agenda of the Conference for 1963.

The Chairman said that the Conference's decision did not amount to the formal placing of an item on its own agenda for 1963, but requested the Governing Body to give high priority to it. In proposing in the document dealing with the 1963 Conference agenda that the question should be referred to a preparatory technical conference in 1963 with a view to the adoption of an instrument by the International Labour Conference in 1964, the Director-General was, in a different way, but with the same effect, having regard to the wishes of the Conference.

The Deputy Director-General confirmed the Chairman's interpretation of the situation. The reason why it was suggested that the question should be dealt with first by a preparatory technical conference rather than by two successive sessions of the International Labour Conference itself was that it was of an essentially complicated and technical nature. It had been considered that it could be dealt with more thoroughly in first discussion by a preparatory technical conference than by a committee of the International Labour Conference.

Mr. Goroshkin said that he was accustomed to look at these matters from the standpoint of the International Labour Conference, which had not merely requested a wish but had made a request that the question be placed on its agenda not later than 1963. He could not agree with the Deputy Director-General that further preparatory work was necessary; 1963 was still two years off, and the Conference had already done very thorough work on the detailed report submitted to it at its last session concerning employment problems and policies. He could not therefore agree with the proposals in paragraph 57 of the Office document, which were not in accordance with the request made by the Conference, and he urged that effect be given to this request.

Mr. Haythorne said that it was one of the traditional and most important functions of the Governing Body to determine the agenda of the International Labour Conference, and it was most unlikely that the Conference should have wished to instruct the Governing Body in advance as to what form its decision should take. He agreed with the Deputy Director-General that the kind of subject-matter that could best be dealt with in a proposed instrument in this complicated and difficult field should first be defined by a meeting of persons with special technical competence in that field. The effect of the Office proposals would indeed be to meet the intent of the Conference's request.

Mr. Kaplansky drew attention to article 14 of the Constitution, which specified not only that the agenda for all meetings of the Conference should be settled by the Governing Body, but that the Governing Body should make rules to ensure thorough technical preparation. The Conference had acted in conformity with this article in requesting the Governing Body, not to place the question on its agenda without any qualification, but to give high priority to doing so. It was the responsibility of the Governing Body to decide how the necessary technical preparation could best be carried out, and this it would be called upon to do in connection with the third item on its agenda. When the Governing Body discussed that item the Workers' group would have certain considerations to put forward on the Office proposals.

Mr. Bergenström agreed with the remarks of the two previous speakers. Employment was not only an urgent but also a very important question, and in the circumstances the Office proposals were wise, since he doubted whether it would be possible for the Office to make the necessary preparations to present a thorough report to the Conference in 1963. The final effect of the procedure which was proposed would be in line with the spirit of the Conference resolution.

Mr. Ionasco doubted whether the Conference could be regarded as the supreme organ of the Organisation if it was unable, as he had understood Mr. Haythorne to imply, to give advice or even instructions as regards its own agenda. In the present case it was clear that the Conference request that the Governing Body give high priority to placing the question on the Conference agenda left the final decision to the Governing Body; there could, however, be no denying the urgency of the question, since data submitted by the Office to the Committee on Operational Programmes showed that there were over 11 million unemployed in the countries covered by the statistics. Pending discussion of the question under the third item of the Governing Body's agenda he reserved his decision on the proposal in paragraph 57 (a) of the Office document.

The Governing Body adopted the proposals in paragraph 57 of the Office document.

Resolution on Economic and Technical Assistance for the Promotion of Economic Expansion and Social Progress in Developing Countries.

Mr. Haythorne pointed out that the Committee on Operational Programmes had recommended that an item concerning this resolution should be placed on the agenda of its meeting to be held in connection with the 151st Session of the Governing Body.

The Governing Body authorised the Director-General—

(a) to communicate the resolution concerning economic and technical assistance for the promotion of economic expansion and social progress in developing countries to the governments of States Members of the I.L.O., to the Secretary-General of the United Nations, to the executive heads of the specialised agencies, to the Executive Chairman of the Technical Assistance Board and to the Managing Director of the Special Fund;
(b) to take such action as might be appropriate to submit periodically to the Governing Body Committee on Operational Programmes documentation indicating the steps taken to give effect to the provisions of the resolution calling for action by the Governing Body or by the International Labour Conference.

Text Transmitted without Comment to the Governing Body for Examination: Proposed Resolution concerning Human Rights in Dependent Territories.

Mr. Abualam said that the proposed resolution contained a simple and human appeal within the competence of the I.L.O. under the Constitution, an appeal which could not be opposed by anyone who believed in the objectives of the I.L.O. The Governing Body should authorise the Director-General to communicate that appeal to the United Nations.

Mr. Haythorne said that the reason for the action taken by the Conference on the proposed resolution was precisely that it had been in some doubt, in the case of a matter which was of concern both to the United Nations and to the I.L.O., as to what the I.L.O. could most usefully do and as to what the United Nations had done or might do in future. He suggested that the text might most appropriately be considered in the first instance by the Governing Body, to which a similar matter had recently been referred, with a view to studying past and possible future action by the United Nations before any further action was taken by the I.L.O.

Mr. Abualam doubted whether the subject-matter of the proposed resolution lay within the field of competence of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference.

Mr. Tarre Murzi pointed out that the first paragraph of the operative part of the proposed resolution mentioned an appeal to the United Nations, and the third paragraph suggested that the Director-General be authorised to enter into consultation with the secretariat of the United Nations. He agreed with Mr. Abualam that the resolution had nothing to do with the Ago Committee. He hoped that the Governing Body would avoid a long discussion and pass rapidly to another item on its agenda.

Mr. Muro de Nadal said that whatever action was taken on the proposed resolution its preamble should be modified to make it clear that human rights were a world-wide matter and needed to be defended not only in Africa, but elsewhere in the world. If he had to define the countries in which action for the defence of human rights was most necessary, he would be bound to say that they were those in which the population did not have even the elementary right of electing its own government, and in this respect he was thinking most particularly of the countries of Eastern Europe.

Mr. Goroshkin said that Mr. Muro de Nadal's remarks must be motivated by faulty information and advised him to study the Constitution of the Soviet Union and the neighbouring countries to gain a clearer picture of the rights of their populations.

He supported the substance of the proposed resolution; it was desirable that an appeal should be made to the United Nations so that that organisation should know that the I.L.O. took an interest in such questions. Moreover, the subject-matter of the resolution was so important that it should be thoroughly studied in the Governing Body with a view to a decision as to further action. It would not be proper to refer the resolution to the Ago Committee.

Mr. Kaplansky said that human rights were of great concern to the Workers' group. Although some aspects of the subject were within the competence of the I.L.O., others, such as trusteeship arrangements, were not. Nor had the I.L.O. the sole responsibility for promoting the observance of human rights in every field; the United Nations had a special commission on the subject, and many other United Nations agencies dealt with various aspects of it. While he appreciated the good intentions of the movers of the resolution, it would be presumptuous of the I.L.O. to request the United Nations to take action in a matter which it had already been studying on its own account. Such a gratuitous appeal would not receive the consideration which the Governing Body wished to attach to its suggestions. It was highly desirable, if I.L.O. action was to be effective, that it should be concentrated on fields within its own competence in which it could work without dispersion of effort. If Mr. Haythorne's suggestion did not commend itself to the supporters of the proposed resolution, he thought that there was little point in pursuing the matter further.

Mr. Tata thought that discussion of human rights should not be confined to the old-fashioned colonial context. There were countries other than the traditional colonial territories where personal freedoms were restricted by concrete walls and where those who ought to be free were in prison. Moreover, he doubted very much whether many of the ostensibly independent States when they freed themselves from the yoke of colonialism actually gained greater human rights. There could be no doubt that human rights problems were fundamental to the very existence of the I.L.O., and it was likely that the Governing Body would one day have to create an organ to see to their observance in the broadest sense.

Mr. Weaver was troubled by the lack of precision in the drafting of the proposed resolution, and particularly by the difficulties raised by its second operative paragraph. Moreover, to communicate the proposed resolution to the United Nations as had been suggested would raise the further difficulty of whether or not it was approved by the Governing Body as drafted. In this connection the points raised by Mr. Kaplansky were very relevant. He therefore thought that the best solution would be for the Governing Body simply to take note of the draft text.

Mr. Tata had drawn attention to a matter which should be one of the overriding concerns of the Governing Body, and he believed that the kind of machinery hinted at by Mr. Tata would in time have to be established. No doubt it was the present lack of such machinery which had caused Mr. Haythorne to propose that the text be referred to the Ago Committee.
Mr. Ladhari supported the remarks of Mr. Abualam; human rights were indivisible, and there could be no doubt that they fell within the purview of the I.L.O. Constitution and the Declaration of Philadelphia. This interpretation was borne out by the fact that the I.L.O. had indeed dealt with human rights on many occasions. The fact that the proposed resolution did not list all the areas in the world where human rights were violated was not a reason for opposing it. Finally, where real problems existed it was futile, because they were delicate and difficult, to seek to avoid the difficulties by ignoring the problem. If the problem was tackled resolutely, the time must come when ideas would triumph over brute force.

The Chairman, summing up, said that a number of proposals had been made. Mr. Haythorne had proposed that the question should be referred to the Ago Committee, but there had been objections. Mr. Weaver and Mr. Kaplansky had proposed, for a number of reasons, that the Governing Body should simply take note of the text. Mr. Abualam, supported by a number of speakers, had proposed that the text should be communicated to the United Nations. Mr. Goroshkin, at the end of his remarks, had referred to the need for careful study of the question in the I.L.O.

The text of the proposed resolution covered two essentially different things. First of all, it was proposed that an appeal should be made to the United Nations, and views differed on the advisability of that course of action. Secondly, the text proposed that member States whose constitutions and basic laws were contrary to the Charter of the United Nations and the I.L.O. Constitution should be called upon to amend them. He wondered whether the Director-General was in a position to carry it out. Here again, he wondered whether the Office was in a position to carry it out.

Mr. Haythorne withdrew his proposal in favour of the proposal made by Mr. Kaplansky and supported by other members of the Governing Body. It was impossible for the Governing Body to communicate the proposed resolution to the United Nations without appearing to approve it, which it could not do without a very lengthy debate.

Mr. Goroshkin thanked the Chairman for trying to interpret his intentions, but did not think that it was necessary for the Office to undertake a study of the constitutions of all the States Members of the I.L.O.

On the contrary, the text of the resolution was very clear. It referred in the preamble to certain African territories, operative paragraph 2 was wider and resolved that member States whose constitutions and basic laws were in obvious contradiction with the Charter of the United Nations, the Constitution of the I.L.O. and the Declaration of Philadelphia should be called upon to amend them with a view to abolishing such contradictions. He therefore asked the Director-General, if such a study as Mr. Goroshkin had called for was to be made in the I.L.O., whether the Office was in a position to produce a report which would show which member States had constitutions and basic laws in contradiction with the Constitution of the I.L.O. and the Declaration of Philadelphia as far as the I.L.O. was concerned, and with the Charter of the United Nations as far as the United Nations was concerned.

The Director-General said that the Office could not produce such a study and should not be asked to do so. If the Governing Body wished this matter to be explored, it would have to be done under external auspices and would involve the establishment of an ad hoc body such as the McNair Committee.

Mr. Yü found the purpose of the proposed resolution commendable, but was unable to pass judgment on the text owing to the vagueness of the terminology. Thus, while there was no doubt that injustices had been committed by the colonial powers of the past, it was necessary also to bear in mind the colonial powers of the present and future, and the term was nowhere defined. Operative paragraph 1 called for an appeal to the United Nations to reconsider trusteeship arrangements and invalidate integration systems practised by some colonial powers, but made no mention of the denial of human rights in other quarters and in other forms. In any case, as had been pointed out by previous speakers, it would be wrong for the I.L.O. to make a recommendation to the United Nations on a matter with which the latter organisation had been dealing for 15 years and in which neither organisation was able to impose effective sanctions.

The second operative paragraph of the proposed resolution was also unsound, as it seemed to imply that an international organisation should have the right to interfere with the domestic constitutional structure of a country, a procedure which would be contrary to the provisions of the United Nations Charter. His own country had demonstrated its wish to uphold the principles of the Declaration of Philadelphia and human rights in their various forms, and its Constitution respected equality of opportunity without prejudice on grounds of race, sex or creed. However, this did not mean that the I.L.O. had the right to demand that certain provisions must figure in all constitutions.

It would not be proper to refer the proposed resolution to the Ago Committee, which had strictly limited terms of reference. He therefore believed that the best procedure would be for the Governing Body not even to take note of the resolution, if by taking note of it it appeared to approve its terms. If, on the other hand, the Governing Body wished to discuss the substance of the matter thoroughly, as had been suggested, he would be quite prepared to do so.
Point of Order.

Mr. Mori said that the tasks of the I.L.O. and the Governing Body were constantly growing, and that the Organisation must preserve its strength for areas in which it could take effective action. He therefore moved that the Governing Body take no action on the proposed resolution, and asked that this proposal be put to the vote.

Mr. Gourja said that the proposal that the text should be communicated to the United Nations had been opposed on the grounds that this would imply the approval of the Governing Body. As a compromise, he proposed that the text should be communicated to the United Nations, together with the minutes of the present discussion.

Mr. Mori said that if this proposal were acceptable he would withdraw his own.

The Chairman summed up the proposal, to which Mr. Mori had assented, as follows: the Director-General should be requested to communicate to the United Nations the proposed resolution, which had not been adopted by the Conference or by the Governing Body, together with the minutes of the discussion in the Governing Body.

Mr. Pico said that no resolution existed, since the text had not been adopted either by the Conference or by the Governing Body. The Conference had decided to transmit a text to the Governing Body, and the Governing Body must take some decision concerning it, by either endorsing it or not endorsing it. It could not, however, decide to communicate to the United Nations a proposal on which no decision had been taken at any stage.

Mr. Calderón Puig recognised that the struggle against colonialism had received great support in the United Nations, and pointed out that if the United Nations, the Trusteeship Council, the Fourth Committee and the General Assembly had not been concerning themselves for 15 years with the problems of Africa and other regions in the course of development, the United Nations would not now have 103 member States or the International Labour Organisation 101. The international organisations formed a community each of whose members had its own constitutional field of competence; in the first place, he did not think that the International Labour Organisation should give advice to the United Nations on matters which were within the competence of the latter organisation under the Charter, and in the second place it would expose the I.L.O. to ridicule to communicate to the United Nations a proposed resolution which had not been adopted by any I.L.O. organ and about which doubts had been expressed as to whether it was even within the competence of the I.L.O.

The ideals expressed in the proposed resolution were noble, but he was sure that those governments which were in favour of the text being communicated to the United Nations were well able to express those ideas in United Nations organs through their able representatives in New York.

He appealed, therefore, to the Government representatives of the United Arab Republic and Morocco not to press their request.

The Chairman said that the various proposals for communicating the text to the United Nations, and the objections which had been raised to them, posed a question which he intended to put to the vote. The question was, did the Governing Body desire that a communication should be made to the United Nations concerning the proposed resolution under discussion? If there was a majority in favour of a communication, then the Governing Body would have to decide what form it should take.

By 4 votes to 33, with 2 abstentions, the Governing Body decided not to make a communication to the United Nations concerning the proposed resolution transmitted to it without comment by the Conference for examination.

The Chairman referred to the Director-General's statement, in connection with the second operative paragraph of the proposed resolution, that he could not undertake a study of the magnitude that would be necessary to compare the constitution of member States with the principles of the Charter of the United Nations and of the Constitution of the I.L.O. and the Declaration of Philadelphia. He thought that the Governing Body would not wish to request the Director-General to undertake such a task in addition to the Office's present workload, but that the Director-General would as a matter of course continue to give attention, in the field of competence of the I.L.O., to relevant questions concerning concordance between national conditions and the principles of the I.L.O.

It was so agreed.

The discussion was adjourned to the next sitting.¹

The sitting closed at 6.15 p.m.

Pierre Waine.

¹ See below, Minutes of the Third Sitting, p. 22.
MINUTES OF THE THIRD SITTING

(Wednesday, 22 November 1961—10.20 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Mōri.

Mr. Ago, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Becker, Mr. Bergenson, Mr. Bhavandas, Mr. Bouladoux, Mr. Campanella, Mr. Clausen, Mr. Collison, Mr. Dreyer, Mr. Faupl, Mr. de la Fuente Locket, Mr. Gayour, Mr. Goroshkin, Mr. Haythorne, Mr. Ionasco, Mr. Kaplan, Mr. Lahhari, Lord McCrorquodale, Mr. Machado Neto, Mr. Mishiro, Mr. Monk, Mr. Nettey, Mr. Pantos, Mr. Parodi, Mr. Pico, Mr. Pomes, Mr. Sabroso Montoya, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Umagiliya, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yū.

Resignation of the Secretary of the Workers' Group

The Chairman informed the Governing Body of the resignation of Mr. Patteet, Secretary of the Workers' group, whose duties would be taken over by Mr. Heyer. He wished Mr. Patteet every success in his new post.

Fourth Item on the Agenda

Action to Be Taken on the Resolutions Adopted at the 45th (1961) Session of the International Labour Conference (concl.)

Text Transmitted without Comment to the Governing Body for Examination: Proposed Resolution concerning Human Rights in Dependent Territories: Point of Order (concl.).

Mr. Ladhari pointed out that Mr. Gourja's proposal, which had been rejected by the Governing Body at its second sitting, was only an amendment to a proposal moved by Mr. Abualam that the Governing Body should endorse the resolution concerning human rights in dependent territories. Whereas Mr. Gourja's proposal was to submit to the United Nations a series of opinions without any specific conclusion, that of Mr. Abualam was to lay before it a definite and concrete proposition. The Governing Body should therefore take a decision on that proposal.

Mr. Collison said that the Workers' group was satisfied that the question had been disposed of at the previous sitting, since the Governing Body after long discussion had rejected a motion to refer the whole matter to the United Nations, together with the minutes of the debate.

Mr. Waline explained that as Chairman at the second sitting he had not put Mr. Abualam's motion to the vote because he had regarded the question raised by Mr. Calderón Puig as a previous question; he had therefore asked the Governing Body whether it considered generally that something should be done in the way of a communication to the United Nations.

By 4 votes to 35, with 1 abstention, the Governing Body rejected the proposal to communicate the proposed resolution concerning human rights in dependent territories to the United Nations.

Mr. Gourja proposed that the Governing Body should take note of the proposed resolution instead of merely shelving it.

The Governing Body took note of the proposed resolution concerning human rights in dependent territories.

Second Item on the Agenda

Agenda of the 46th (1962) Session of the International Labour Conference

Hours of Work.

Mr. Rifaat said that the document before the Governing Body contained no indication of the provisions in the Standing Orders of the Conference or the Governing Body on which the Office had based its proposals. The only relevant provisions that the Employer members had found in the Standing Orders were paragraphs 4 and 5 of article 10 of the Standing Orders of the Governing Body which provided that “unless the Governing Body has otherwise decided, a question placed on the agenda of the Conference shall be regarded as having been referred to the Conference with a view to a single discussion” and “In cases of special urgency... the Governing Body may, by a majority of three-fifths of the votes cast, decide to refer a question to the Conference with a view to a double discussion.” However, with regard to the preparatory stages of the single-discussion procedure, article 38 of the Standing Orders of the Conference contained a whole body of provisions with which the Office proposals were not in conformity.

In effect, the Office appeared to regard the proposed discussion of hours of work as a third discussion, but there was nothing in the Standing Orders to provide for a third discussion. Before the Governing Body could take a decision it would be necessary for the Chief of the Legal Division to give a written opinion concerning the proposals in paragraph 3 of the document under discussion. The fact of not scrupulously respecting the Standing Orders might have serious consequences in future; the Standing Orders had the sanction of the Conference itself, and without its express authority the Governing Body had no right to tamper with them.

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1 See above, Minutes of the First Sitting, pp. 15-16, and Minutes of the Second Sitting, pp. 17-21.
2 See above, Minutes of the Second Sitting, pp. 19-21.
The Chairman suggested that under these circumstances discussion of the item should be adjourned to give the Legal Adviser an opportunity to submit a written opinion.

It was so agreed. ¹

THIRD ITEM ON THE AGENDA

Date, Place and Agenda of the 47th (1963) Session of the International Labour Conference

Date.


Place.

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

Agenda.

The Governing Body noted that the agenda of the session would necessarily include the following items:

Report of the Director-General.
Financial and budgetary questions.
Information and reports on the application of Conventions and Recommendations.

The Governing Body noted that the following items were likely to be carried over for second discussion from the 46th (1962) Session:

Prohibition of the sale, hire and use of inadequately guarded machinery.
Termination of employment (dismissal and lay-off).

The Chairman suggested, with regard to the other questions to be placed on the agenda of the 47th Session of the Conference, that in view of the proposals made to the 149th Session by Mr. Merani and others, the Governing Body should first take up the proposals relating to an item on employment policy, in connection with which the Director-General envisaged the calling of a preparatory technical conference as stated in paragraphs 47 to 52 of the Office document.

Mr. Collison said that the Worker members agreed with the proposal that a preparatory technical conference on employment policy should be convened in 1963, but reserved the right to propose for inclusion in the 1964 agenda the item on imbalances in social and economic development as suggested by Mr. Merani, if they felt that this matter was not properly covered by the technical conference.

Mr. Tata observed that it was difficult to see how far a preparatory conference could do justice to such a broad subject as that suggested by Mr. Merani. On the other hand, considering that nearly one-half of the member States were situated in areas which had peculiar problems and that the main concern of the I.L.O. was to see that there was full employment, he believed that if the I.L.O. were to pay attention only to organised industry it would not be helping to ensure the desired level of employment. In the area from which he himself came, imbalances were mainly due to lack of employment, and a study of that problem showed that the best way of creating employment was to step up rural development. The Asian Advisory Committee had put forward various suggestions to that end, and the Conference should concentrate more on rural problems in backward areas in the coming years, an item relating to rural development being included in its agenda each year.

Accordingly, the preparatory technical conference might be made to play a more significant role by narrowing down its terms of reference. A study of imbalances in itself would not be really useful; what was needed was to give a livelihood to those areas where population pressure was heaviest. If the preparatory technical conference could confine itself to studying employment possibilities, particularly in rural areas, Mr. Merani’s purpose would be better served. The monumental new industries which were emerging did not offer the right kind of employment possibilities. The mechanisation of cottage industries and the development of small-scale industries would offer better prospects for the masses and would make it possible to improve the situation in certain areas and reduce the imbalance between the organised industrial workers, whose lot was improving, and the newcomers who had no job at all.

Mr. Tzankov said that the question of employment was of great importance, particularly for countries which had recently gained their independence, as it was bound up with social progress and a higher standard of living for the workers. In its Resolution No. 835 (XXXII) the Economic and Social Council had recommended States Members of the United Nations and the specialised agencies to take steps to achieve full employment. The particular question now before the Governing Body was how best to implement the resolution in which the Conference at its 45th (1961) Session had requested it to give high priority to the placing on the agenda of an early session, not later than 1963, of an item concerning employment policy. The Office’s conclusion that a preparatory technical conference should be convened in 1963 to enable this question to be dealt with only in 1964 did not appear to meet the wishes of the Conference, which had felt that the problem was an urgent one. Although unemployment did not exist in Bulgaria, it was impossible to overlook the fact that according to official figures there were more than 10 million unemployed in 42 countries, and it was therefore essential that the question of employment should be placed on the agenda of the 47th Session of the Conference.

Mr. Abualam recalled that at the 149th Session Mr. Merani’s proposal had been supported by the great majority of Governing Body members. Some had considered that the item on employment policy should be expanded so as to cover Mr. Merani’s proposal, employment policy being only one aspect of a more fundamental problem; others were in favour of keeping the employment policy item and providing an opportunity for discussion of the question of imbalances, the first item lending itself to the adoption of an instrument in view of its technical character, whereas the second was suitable for general discussion. At the close of the debate the Governing Body had requested the Director-General to place before it at its 150th Session more detailed proposals on the best way of dealing with the question. The Office document, however, made no suggestion regarding the manner in which Mr. Me-

¹ See below, Minutes of the Fourth Sitting, pp. 31-33.
rani's proposal might be dealt with. The annex to that document, which contained proposals for a preparatory technical conference on employment policy, defined the problem too narrowly and did not touch upon the broader issues which were of concern to the members of the Governing Body. If the technical conference were to confine itself to discussing employment policy there would be no justification for convening it, since this subject could be discussed by the International Labour Conference in the normal way. To get the most benefit from the technicians who would be participating in it, the technical conference should also be asked to discuss the problem raised by Mr. Merani, particularly as this would not substantially increase its costs. Consequently, he supported the proposal in paragraph 53 (b) of the Office document, provided that the terms of reference of the preparatory technical conference included, in addition to employment policy, another and separate item dealing with imbalances in social and economic development.

Mr. Bhavandas stressed that Mr. Merani's suggestion dealt with a very live and important issue. In his view, the proposals in paragraph 12 of the Office document would not achieve Mr. Merani's objectives. At the moment, however, he was prepared to accept the majority view of the Governing Body.

Mr. Tarre Muzri thought that the Governing Body should seize the opportunity afforded by the resolution in which the Conference requested that an item on employment policy be placed on its agenda to accord also to Mr. Merani's proposal, which reflected a deep-rooted aspiration of the developing countries and related basically to the problem of employment as an objective in economic development. Unfortunately, the document contained no specific suggestion on the matter.

The Office should, however, give priority to problems of employment in the developing countries, and in particular should draw up on that general subject a document for the guidance of delegates to the preparatory technical conference. The I.L.O. had been dealing with such problems for only four or five years, although they were much more serious in the developing than in the industrialised countries and included complex features such as the pressure of expanding population, urban unemployment and rural underemployment, inadequate economic development as a result of shortage of capital and insufficient output, a dearth of skills, paradoxical employment situations in which certain areas in the same country suffered from unemployment while others suffered from a shortage of manpower and, lastly, the migration of rural populations to the cities. Even before the preparatory technical conference the Office might take a series of steps that would be helpful to the developing countries, such as, for instance, holding meetings of experts at the regional level, convening, if possible in the second half of 1962, the Meeting of Experts on Employment Objectives in Economic Development, making the services of its experts available to regional technical assistance bodies and to governments in connection with their employment policies, intensifying the compilation and analysis of information relating to employment in the developing countries, and considering the possibility of providing advice to governments in the organisation of employment statistics services.

Mr. Collison supported the proposal in paragraph 53 (b) of the Office document on behalf of the Worker members, who considered that it adequately covered the request made by the Conference in the resolution concerning employment policy. The technical conference would constitute the preparatory stage for a single-discussion procedure which would enable an instrument to be adopted perhaps more quickly than would be the case if the normal double-discussion procedure were followed.

Mr. Umagiliya considered that the problem of employment was both urgent and complex. Its urgency suggested that it should be included in the agenda of the 1963 session of the Conference; its complexity, however, raised the question whether the Conference would be in a position to tackle it without first securing some expert opinion.

The I.L.O. would be striking at the root of the problem of poverty if it could provide a reasonable solution to the problem of lack of employment opportunities, which led to disparities not only between the industrially advanced and less developed countries but also between different sectors in one and the same country. The Office document emphasised the seriousness of the position, pointing out that differences between countries had actually widened in modern times. The countries of the West had accelerated the pace of their industrial and economic development, largely with the help of the raw materials of the Asian and African countries, which also provided outlets for their manufactured products; hence, while the populations of the Asian and African countries were increasing at an alarming rate, their economic progress was insignificant. A solution to the employment problem in those countries depended upon rural development, since three-quarters of the resources—the most important of which was manpower—were concentrated in the rural areas. It was difficult to realise the pace of development which would make it possible within a relatively short period to find work both for the new entrants to the labour force and for those already unemployed. In Ceylon it had been estimated that within 25 years the labour force would be doubled. Moreover, the curse of the rural areas was not so much unemployment as underemployment. Programmes of rural development should have economic and not merely social objectives.

The facts he had mentioned brought out the urgency and the complexity of the problem. If the Governing Body decided to refer the question to a preparatory technical conference, the General Conference would perhaps be in a better position to draw up an effective programme afterwards; but, whatever the course of action that was decided on, it must be undertaken as quickly as possible.

Mr. Jonaresco expressed the opinion that a general discussion on imbalances in social and economic development would help member States to obtain a fuller picture of the conditions in different countries and give them an opportunity to propose appropriate measures at the international level. Having regard to Mr. Merani's absence, however, the question might be taken up later.

As regards the agenda for the 47th (1963) Session of the Conference, he agreed with the Director-General that the I.L.O. should pay great attention to employment problems. It appeared from a document submitted to the Committee on Opera-
tional Programmes that world unemployment had increased by 12 per cent. in 1961 as compared with 1960. Having regard to the resolution adopted by the Conference at its 45th (1961) Session, the I.L.O. should therefore tackle this question urgently. The Office proposal did not have sufficient regard to the specific recommendation by the Conference that the problem should be dealt with by the Conference itself not later than 1963; to refer it to a preparatory technical conference was to reduce its importance to some extent. He would accordingly abstain on the proposal to convene a preparatory technical conference if it were put to the vote.

Referring to the need for rural development programmes, he pointed out that the Socialist countries had concentrated mainly on industrialisation and diversification of their economies. Experience had shown that it was difficult to raise the standard of living by developing agricultural activities alone.

Mr. Ambekar said that Mr. Tata’s proposal to narrow down the terms of reference of the preparatory technical conference had strengthened the fear of the Worker members that the conference would not really be able to discuss the item suggested by Mr. Merani. The problem of imbalances would not necessarily be solved by placing emphasis on rural development. In the problems of the developing countries; besides, the growth of population was as much the result of a need for rural development. In the last resort, every-thing depended on the objectives which a country depending on the priorities which the country gave to one sector or another.

Mr. Bouladoux, referring to the annex to the Office document, said that he could not agree with all the statements in the section relating to the unemploy-ment associated with underdevelopment. He pro-tested in particular against the statement by the President of the International Bank for Reconstruction and Development that it is “increasingly doubt-ful whether domestic savings and foreign aid together will be sufficient to allow real progress in the under-developed areas” if present rates of population growth continue for long”. It could not be said that the available financial resources were exhausted to such a point that it was not possible to meet the require-ments of the developing countries; besides, the growth of population was as much the result of a fall in the death rate as of a heavy birth rate. If the I.L.O. were to suggest birth control as a desirable solution it would be exceeding its rights and would not be true to its fundamental principles of respect for the dignity and the rights of the individual; the problem was one for the individual conscience and could not be envisaged solely in terms of a technical solution to an economic situation. If the annex were to be taken as the basis for further study, he could not countenance the retention, in particular, of the following sentence in paragraph 40: “Unless popula-tion growth can be restrained, we may have to aban-don for this generation our hopes of economic progress in the crowded lands of Asia and the Middle East.”

Mr. Goroshkin observed that no member of the Governing Body had denied the importance of the employment problem, which was both acute and urgent and affected industrially developed countries as well. It had been stressed in the report on em-ployment problems and policies submitted to the 45th (1961) Session of the Conference and also by the Meeting of Consultants on the Problems of Young Workers, and since 1958 there had not been a single session of the Conference at which speakers had not expressed concern at the rising unemployment figures. The question of employment should accord-ingly be given priority for inclusion in the Conference agenda for 1963. A preparatory technical conference would be no more competent to handle this matter than the General Conference itself. On the other hand, the Office should undertake very thorough preliminary work in the time available before the 47th (1963) Session of the Conference on the basis of the ample information it already possessed in this field.

The problems raised by Mr. Merani were worthy of careful consideration by the Governing Body, and it might be possible to convene a technical conference of more limited scope to discuss them.

Mr. Haythorne supported the proposal to convene a preparatory technical conference in 1963. No one had opposed the inclusion of an employment item in the agenda of the Conference; the question was at what session it should come up. The problem had already been debated at length at the 45th Session, and on the basis of those discussions the preparatory technical conference would be able to select the specific aspects which most needed attention.

With respect to Mr. Merani’s proposal, its essential aspects had already been dealt with in the resolution concerning employment policy, which mentioned the need for a free choice of employment, for appropriate balance between improvements in current living standards and increased investment, and for co-ordi-nation of employment policy with other economic, social and political measures. Mr. Tata had rightly stressed the importance of concentrating on certain specific aspects; it was desirable to examine, inter alia, the problem of rural development and parti-cularly of rural underemployment, which existed in many countries at varying levels of development, including Canada and the Soviet Union. Employment services and measurement of economic activity, employment and unemployment were other important aspects of the problem on which a great deal of pro-gress needed to be made. In that connection the Office should be very careful in its use of statistical data, and it would be more satisfactory to analyse developments in the employment and unemployment situation country by country, than make comparisons which were frequently misleading.

Mr. Hamid Ali also supported the proposal to convene a preparatory technical conference. Such a conference would be absolutely necessary to exa-min-e such a complex subject as the practical measures for the expansion of employment opportunities in developing countries and to put forward practical solutions for consideration by the General Conference in 1964 with a view to reaching definite conclusions. To that end, it was to be hoped that the technical conference would be composed of persons well versed in the problems of the developing countries.

Mr. Collison, referring to the annex to the Office document, said that the Worker members wished it to be clearly understood that freedom of choice of employment, which was mentioned in paragraph 8 of that annex as one of the main goals of social and economic policy, was an absolute matter which could
not be conditioned by other considerations, despite the statement in paragraph 9 that these objectives "may be of different relative importance and may have different relative priorities attached to them in different countries". Where there was no employment at all, the workers naturally had no freedom to choose anything, but it was important to differentiate between the finding of employment through the institution of machinery and through government action, and between the voluntary choice of an occupation and the forced acceptance of employment which amounted to forced labour. The Worker members wanted an assurance that this observation would be taken into account when the problem was studied by the technical conference.

With regard to Mr. Merani's proposal, he understood it to relate to three particular aspects: the lack of employment opportunities in certain areas, particularly in rural areas; the imbalances between the earnings of workers in rural areas and those employed in industry; and the imbalance between developed and developing countries. The Worker members were not yet satisfied that the preparatory technical conference would be in a position to take all these matters into consideration and, as he had already stated, they reserved the right to raise the question again at future sessions of the Governing Body if they thought that Mr. Merani's aims would not be achieved.

The Deputy Director-General said that the ideas expressed in the course of the discussion in the Governing Body would undoubtedly influence the Office's work.

The Director-General had in fact proposed the convening of a preparatory technical conference to examine employment problems, not because he was unmindful of their importance and urgency, but because he was conscious of their complexity. The suggested procedure would not cause any time to be lost, because once the preparatory technical conference had made a prior review of the problem the General Conference would doubtless be able to dispose of it in 1964 in a single discussion, whereas a second discussion would probably be needed in 1964 if it tackled the subject directly in 1963. This view was supported by precedent; for instance, one of the most fruitful conferences ever held was the Maritime Preparatory Technical Conference in Copenhagen in 1945, the results of which had been ratified by the Conference in a single session in 1946.

As to the method of approach, when preparing the documents for the preparatory technical conference the Office would, wherever practicable, take account of the views expressed by members of the Governing Body. Having regard both to the insistence of certain delegates at the 45th (1961) Session of the Conference that the problems of the economically advanced countries should not be overlooked, and to the wishes expressed by Mr. Tata and several other members of the Governing Body, the Director-General had decided to deal with the subject in breadth, while devoting the major part of his Report to the employment situation in the developing countries. The Director-General had also given very careful thought to the possibility of achieving Mr. Merani's objectives. These implied, however, a whole series of problems, of which the most important, and that on which the I.L.O. could make the most useful contribution, was precisely that of employment. By focusing the study of employment problems on the situation in the developing countries, it was hoped that Mr. Merani's objectives could be very largely met. Other projects now in hand, such as the rural development programme and the intensification of regional activities, were also aimed at the same objectives. Some time would be needed to carry out this series of projects, and if in a year's time it was found necessary to embark on new activities to attain Mr. Merani's objectives the Director-General would submit further proposals.

Mr. Goroshkin, in reply to a comment by Mr. Haythorne, said that in the Soviet Union unemployment was unknown and that problems of employment of the kind which the Governing Body was now considering did not arise.

Mr. Haythorne pointed out that he had mentioned only the problem of underemployment in the U.S.S.R. and would be happy to have information of the developments which had taken place in recent years in that country in matters of employment, unemployment and underemployment.

The Governing Body expressed itself in favour of convening a preparatory technical conference in 1963 to discuss the question of employment policy with a view to the adoption of an appropriate instrument and authorised the Director-General to make further proposals in this connection in due course, including proposals as to the date, composition and terms of reference of such a conference.

Mr. Goroshkin and Mr. Ionasco asked that their abstention should be recorded.

The Chairman said that the Governing Body now had to determine the agenda for the 47th (1963) Session of the Conference.

Mr. Collison said that, in view of the physical impossibility of dealing adequately with three items at the 47th Session, the Worker members would give priority to the following two questions for inclusion in the agenda: hygiene in shops and offices; and benefits in case of employment accidents and occupational diseases. They proposed that the item relating to the employment of young persons in underground work in mines of all kinds should be considered for inclusion in the agenda of the 1964 session.

Mr. Waline, on behalf of the Employer members, expressed the opinion that the agenda for the 47th (1963) Session could be finally decided only when it was known what the agenda for the 46th (1962) Session would be. If only two items were carried over from the 46th Session for a second discussion at the 47th Session he, like Mr. Collison, believed that not more than two new items should be placed on the agenda of the latter session and declared his readiness to fall in with the wishes of the majority of the Governing Body with regard to the choice of those two items.

The discussion was adjourned to the following sitting.¹

The sitting closed at 12.50 p.m.  
J. MÖRÉ.

¹See below, Minutes of the Fourth Sitting, pp. 27-28.
The Governing Body was composed as follows:

**Chairman:** Mr. Möri.

Mr. Ag, Mr. Ahmad, Mr. Ambekar, Mr. Akki, Mr. Bergström, Mr. Bhavand, Mr. Borha, Mr. Bouladou, Mr. Campanella, Mr. Clausen, Mr. Collison, Mr. Dreyer, Mr. Faupl, Mr. De la Fuente Locker, Mr. Ghayour, Mr. Goroshkin, Mr. Haythorne, Mr. Ionasco, Mr. Kaplansky, Mr. Ladhari, Lord McCrquodale, Mr. Machado Neto, Mr. Mishiro, Mr. Monk, Mr. Netté, Mr. Pantos, Mr. Parodi, Mr. Pico, Mr. Sabros Montoya, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Umagilva, Mr. Waline, Mr. Weaver, Mr. Yllanes Ramos, Mr. Yü.

**Absent:** Mr. Pomès.

### Third Item on the Agenda

**Date, Place and Agenda of the 47th (1963) Session of the International Labour Conference (concl.)**

**Agenda (concl.).**

Mr. Slater supported the proposals made by the Workers' group as regards both the number and description of the items for inclusion in the agenda of the 47th Session.

Mr. Tarre Murzi said that the Government of Venezuela attached considerable importance to the question of the employment of young persons in underground work in mines of all kinds. He pointed out that the Tripartite Technical Meeting on Mines Other than Coal Mines (Geneva, 1957) had asked the Governing Body to consider placing this question on the agenda of an early session of the Conference, with a view to the adoption of an international instrument, and that the Governing Body had in fact considered this possibility on successive occasions when fixing the agenda of the 43rd, 44th, 45th and 46th (1959, 1960, 1961 and 1962) Sessions of the Conference respectively, but had taken a negative decision each time. He could not see why consideration of this important subject by the Conference should now be delayed once again until the 1964 session. The resolution concerning the problems of young workers adopted by the Conference in 1959 invited the Governing Body to intensify its work on behalf of young workers, and the report of the Meeting of Consultants on the Problems of Young Workers, which was before the Governing Body at the present session, stressed the need for revising existing Conventions in order to remedy their inadequacies. As pointed out in the Office paper, only two Conventions explicitly covered mines, quarries and other works where minerals are extracted, namely the Minimum Age (Industry) Convention, 1919 (No. 5), and the Minimum Age (Industry) Convention (Revised), 1937 (No. 59); and, apart from fixing minimum age standards, neither instrument governed any other aspect of the employment of young persons in underground work. At the 45th Session of the Conference, many speakers from all three groups, and the Director-General himself, had drawn attention to the obsolete character of the International Conventions dealing with young workers. Finally, it was to be noted that paragraph 44 of the paper before the Governing Body suggested, not the revision of existing Conventions, but the adoption of "a new instrument or instruments" which would lay down uniform regulations respecting the employment of young persons, particularly as regards vocational training, health, safety, hours of work and holidays. Such texts would be the fruit of the experience gained by the Office through study of the problems of young workers over a period of 40 years.

For all these reasons, the time had come for the Conference to take up the question of the employment of young persons in underground work in mines of all kinds. While he understood the position of the Workers' group and of Mr. Slater, he felt serious doubt as to their assessment of the relative importance or urgency of the three questions concerning which law and practice reports were before the Governing Body. He added that, in view of the adoption in 1959 by the United Nations General Assembly of a Declaration on the Rights of the Child, the Governing Body would find itself in a difficult position if it were to postpone consideration of the matter once again, in disregard of the wishes expressed by the principal international organisation.

Father Stokman supported the proposals put forward by Mr. Collison.

Mr. Gourja also supported these proposals. In the developing countries hygiene in commercial establishments was still neglected, and the question of benefits in case of employment accidents and occupational diseases was of particular interest. By contrast, there was, at least in Morocco, an abundant labour supply, and it was therefore not necessary to resort to juvenile labour for underground work.

Mr. Ladhari expressed similar views, and for the same reasons. He added, however, that even if the Governing Body decided to place three new items on the agenda of the 47th Session of the Conference, this would still add up to only eight items, as compared with ten at the 45th Session.

Mr. Tarre Murzi said that if there could be an informal understanding that the question of employment of young persons in underground work in mines of all kinds would be placed on the agenda of the 1964 session, and that there would be no further postponement of its consideration by the Conference, he would give his support to the proposals on which there seemed to be unanimous agreement.

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1 See above, Minutes of the Third Sitting, pp. 23-26.
The Chairman concluded that the Governing Body was prepared to approve the two items proposed by the Worker members for inclusion in the agenda of the 47th Session of the Conference.

Mr. Walme felt that it would be desirable for the Governing Body to postpone its final decision until it knew exactly what items were likely to be carried over from the 46th Session. If the Governing Body decided to place the question of hours of work on the agenda of the 46th Session for double discussion, the item would have to be carried over to the 47th Session; this would mean placing three rather than two additional items on the agenda of the 47th Session.

The Chairman suggested that the Governing Body should take its decision at once, and that if need arose the matter might be reopened after the questions relating to the 46th Session had been disposed of. It was so agreed.

Mr. Ambekar suggested that the Conference should at a forthcoming session consider the question of measures for minimising employment accidents and eliminating occupational diseases.

The Governing Body decided to place the question of hygiene in shops and offices and that of benefits in case of employment accidents and occupational diseases on the agenda of the 47th (1963) Session of the International Labour Conference.

The Governing Body noted that, as a result of the decisions it had just taken, and taking account of those decisions relating to the 46th Session had been disposed of.

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The Governing Body noted that, as a result of the decisions it had just taken, and taking account of those items which would necessarily be included in the agenda as well as those which were likely to be carried over for second discussion from the 46th (1962) Session, the agenda of the 47th (1963) Session of the International Labour Conference would be as follows:

I. Report of the Director-General.
II. Financial and budgetary questions.
III. Information and reports on the application of Conventions and Recommendations.
IV. Prohibition of the sale, hire and use of inadequately guarded machinery (second discussion).
V. Termination of employment (dismissal and lay-off) (second discussion).
VI. Hygiene in shops and offices.
VII. Benefits in case of employment accidents and occupational diseases.

The Governing Body took note of the statement by the observer representing the World Federation of Trade Unions, which had been circulated.

FIFTH ITEM ON THE AGENDA

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

Mr. Weaver considered that the problem before the Governing Body was to discover the most suitable arrangements, consistent with the best interests of the I.L.O., for maintaining a close watch on developments in relation to the effective implementation of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), as well as of all other Conventions dealing with human rights. In view of the complexity and universal incidence of discrimination, the question was one of the utmost delicacy as well as of great concern.

The existing machinery for ensuring effective application of the Conventions in question included the reporting procedures under articles 19 and 22 of the Constitution, procedures under articles 24 and 25 for representations concerning failure to observe the Conventions, and the provisions of article 37 concerning their interpretation. Since it would be impossible to eliminate within a short time prejudices which had developed over many centuries, it seemed more reasonable to rely in the first instance on these procedures, whereby long-term benefits might be obtained, even though the immediate results might not be spectacular. Many of these procedures had not often been utilised, and the possibility of strengthening them deserved serious examination.

He expressed appreciation of the work done by the International Labour Standards Division of the Office and of the leadership provided by the Committee of Experts on the Application of Conventions and Recommendations. The Governing Body should examine the situation resulting from the increase in the number of reports, increase in the number of member States, and review the size, composition and status of supporting staff concerned with the application of Conventions as well as the length of the sessions of the Committee of Experts. It might set up a small committee which would work in close co-operation with the Office and would consider ways of securing the most effective observance of Conventions, both those largely concerned with human rights and those more directly tied to standards. In the light of the results of such a study the Governing Body would be in a better position to decide what type of special procedure, if any, was necessary. In the meantime, the comprehensive survey regarding the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), to be undertaken by the Committee of Experts for 1963 would provide a picture of the current world situation, given the necessary co-operation on the part of governments. At the same time, if the Office were to proceed with the studies and analyses of a limited character outlined in paragraph 32 of the Office paper, this would make available to all countries the accurate information concerning existing national machinery in particular countries designed to cope with problems arising from the ratification of Conventions.

He warmly supported the promotional and educational activities described in paragraphs 36 to 39 of the Office paper and the proposed programme of research, which would include an analysis of forms of discrimination and detailed case studies of "good practice". The purpose of such research should be to draw attention to positive action rather than to criticise specific situations, and it was essential in any given case to know the extent of the problem involved as well as the sum total of existing experience in relation to the problem.

Only after these various studies had been made could the Governing Body take a logical and well-founded decision as to whether additional machinery was needed to deal with the problem posed by the whole complex of human rights Conventions, without running the risk of approaching it in a piecemeal manner.
Mr. Rijalat thanked the Director-General for his response to the appeal made to him at the 148th Session (March 1961) to examine the possibility of implementing the resolution on discrimination. He pointed out that in introducing this resolution he had not been guided by political motives: his only purpose, which was, in fact, clearly reflected in the operative part of the resolution, had been to ensure effective application of the Discrimination (Employment and Occupation) Convention, 1958.

While he had been greatly impressed by the arguments put forward by Mr. Weaver, it did not seem to him that the Constitution and the other regulations of the I.L.O. had been to ensure the effectiveness of the proposed machinery. The proposals in the Office document seemed both too extensive and too restrictive. For example, it was said in paragraph 22 that the proposed commission would be guided in its work, not only by the provisions of the Discrimination (Employment and Occupation) Convention and Recommendation, 1958, but by "any other relevant decisions of the International Labour Conference", whereas his own intention had merely been to find effective means of applying the Convention of 1958. The effectiveness of the proposed machinery might be undermined if its scope were to be extended in this manner. Moreover, the proposal in paragraph 24 that the Commission would "determine its own procedure" lacked clarity. The proposed procedure did not attribute any definite role to the Governing Body. As an illustration of the loopholes in it he referred to paragraph 19, which mentioned only cases where "discrimination in respect of employment or occupation continues to be practised within the jurisdiction of a Member of the International Labour Organisation". Was it intended that the Commission should ignore cases where discrimination was sanctioned by law— as distinct from practice— or where it was practised in countries which were not Members of the I.L.O.? Moreover, it was stated in paragraph 20 that "individual grievances would not be receivable"; but if such grievances were the reflection of measures much more widely applied, why should an aggrieved party be denied the same kind of redress as was available, for example, under the procedure in regard to freedom of association?

For all these reasons the Governing Body should reflect carefully before taking a decision. He supported Mr. Weaver's suggestion concerning the setting up of a small committee by the Governing Body to consider the possibility of strengthening existing procedures apart from the possible establishment of special machinery.

Mr. Kaplansky congratulated the Director-General for having included before the Governing Body a paper containing some very positive suggestions. He considered that the time had now come for the I.L.O. to proceed with the suggestions on which there was general agreement and, on behalf of the Worker members, suggested that the Governing Body should approve the proposals contained in parts I and III of the paper.

As regards part IV, he had certain reservations concerning paragraph 38, in which it was suggested that a manual on discrimination should be included in the Workers' Education Manual series. Discriminatory practices might be as prevalent among employers as among workers, and material of this type should also form part of the management development programme. This, therefore, should be the responsibility of the I.L.O. as a whole, and not merely of the Workers' Education Division.

With regard to part II of the paper, he was glad to see that the principle of setting up machinery was firmly established. All measures to combat discrimination were part and parcel of one effort, and the only way to deal with the problem was to attack it with all available means, irrespective of their comparative merits. However, the proposed machinery should not be confined to dealing with complaints. There were other possible types of procedure, such as those referred to in parts III and IV of the Office paper. Concerning the proposal in part II of the document regarding the adoption of the machinery, he did not consider that the examination of allegations of discrimination, the Worker members had certain reservations. Some of them had experience in this field and were anxious that aggrieved persons might benefit by that experience. Further study was therefore required, not as to the need for setting up machinery in itself, but in order to arrive at the best possible formula. The proposals in part II of the Office paper should therefore be referred to a Committee—preferably the Committee on Standing Orders and the Application of Conventions and Recommendations—which would consider the problem with the help of the Office.

Finally, he expressed support for Mr. Weaver's suggestion concerning the strengthening of the Committee of Experts on the Application of Conventions and Recommendations, whose effectiveness in performing its increasingly heavy task was greatly reduced by lack of the means to consider in detail the information before it and to make a proper comparison between practices actually followed and the relevant I.L.O. standards.

Mr. Ladhari warmly supported the proposals put forward by the Director-General in part II of the document in response to the wishes expressed by the Governing Body at the preceding session concerning the setting up of a commission on discrimination. He also approved the proposals contained in parts III and IV, which corresponded to a unanimous desire. It would be a good thing to set up, in the field of discrimination, machinery similar to the Committee on Freedom of Association, whose work, quite apart from the practical results achieved, carried considerable moral weight. It was to be hoped that in the end moral sanctions would prevail.

Referring to paragraph 20 of the Office paper, he thought that it was difficult to make a distinction between grievances of a general nature and individual grievances. It would be preferable to specify that the commission should be competent to deal with grievances of a general nature, since a case of discrimination against a trade union delegate or a member of a works council, for instance, might well involve a general issue and would thus be receivable.

With reference to the statement in paragraph 26 that the reports of the commission would be "brought before" the Governing Body, he felt that this was insufficient; the reports should be formally adopted by the Governing Body, in the same manner as those of the Committee on Freedom of Association, so as to enhance the moral authority of the commission's findings.

Father Stokman said that the Netherlands Government considered that every effort should be made to contribute effectively to the abolition of discrimination in all its forms. However, he had serious doubts concerning the effectiveness of the proposed machinery described in paragraph 18 and the following
paragraphs of the Office paper. A commission such as was proposed would certainly be able to draw up and publish a report on allegations of serious dis­

Mr. Umagilły was perturbed by the suggestion in paragraph 18 of the Office paper that the proposed commission on discrimination would be established on a permanent basis. Cases of discrimination could already be dealt with under various existing provi­sions of the Constitution, and the setting up of a permanent commission seemed to be a remedy almost worse than the disease. The existence of such a commission might encourage the submission of indis­criminate complaints. Moreover, the passage in para­graph 24 stating that the commission "would not be required to secure the consent of any government to its examining or reporting on any allegation sub­mitted to it" seemed to imply that it would have powers which might involve an infringement of national sovereignty. The I.L.O. should proceed with caution when probing into the internal affairs of member States. What would be the position of the commission if, being seized of allegations trans­mitted by a non-governmental organisation with consultative status, it had to deal with measures of discrimination in employment taken by a govern­ment as a matter of paramount national policy? He urged, therefore, that the proposals contained in part II of the Office paper should be carefully recon­sidered.

Mr. Bar-Niv pointed out that the statement that the Constitution contained sufficient means for implementing the Convention was true only in respect of States having ratified the latter. There remained, however, those which had not done so, and for them special measures were certainly necessary. The sug­gestions contained in the Office paper were welcome in principle to his Government, and he supported Mr. Weaver's proposal concerning the establishment of a special committee, through which it would be possible to avoid any mistakes in setting up the proposed machinery. A special committee would probably be preferable to the Committee on Standing Orders and the Application of Conventions and Recommendations, which in effect was only a drafting committee. With reference to Mr. Umagilły's remark, it might be pointed out that countries ratifying the Conven­tion had thereby renounced part of their national sovereignty.

Mr. Calderón Puig supported the Director-Gener­al's proposals. However, if the Governing Body wished to appoint a committee to determine the jurisdiction and terms of reference of the proposed commission, he would not oppose this. The main thing was that the I.L.O. should take vigorous action to combat discrimination.

Mr. Tarre Murzi also supported the measures proposed in the Office paper. The problem of dis­crimination, which was exercising not only the I.L.O. but also the United Nations Economic and Social Council and General Assembly, was of particular concern to the countries of Latin America, and spe­cial mention was made of it in the Declaration of Buenos Aires adopted by the Seventh Conference of American States Members of the I.L.O. in 1961, as well as in the Charter of Punta del Este of the same year. In Venezuela discrimination in employment was an offence under both the Constitution and the Penal Code.

The Venezuelan Government agreed in principle with the proposal that the I.L.O. should set up special machinery, but considered that it should not confine itself to making studies and surveys or to carrying out an educational campaign, although these should also be part of its approach. He supported Mr. Weaver's suggestion that the Governing Body should set up a committee to study the question on the basis of the proposals in the document and the discussion upon it, including Mr. Ladhari's comments on paragraphs 20 and 26 of the document.

Mr. Weaver explained that what he had proposed was simply the setting up of a Governing Body com­mittee to examine, in co-operation with the Office and the Committee of Experts on the Application of Conventions and Recommendations, the effectiveness of the whole range of existing procedures for the implementation of Conventions, with particular em­phasis on those dealing with human rights, in order to determine whether these procedures needed streng­thening. He also assured Mr. Kaplansky that there was no difference at all in their respective approaches to the question of machinery needed to implement the constitutional objectives of the I.L.O.

Mr. Parodi stressed the importance of the pro­posed procedure being clear-cut, so that it would apply in all cases on a fully reciprocal basis, and not be a mere tool for political manoeuvring. In certain countries where racial discrimination was not norm­ally practised isolated exceptions attracted con­siderable attention, whereas in other countries where discrimination was the rule it was no longer regarded as shocking. In this connection it was not clear how the proposal contained in paragraphs 19 to 21 would operate. It seemed preferable, on an experi­mental basis, to leave the study of the problem to the Committee of Experts on the Application of Conventions and Recommendations. If this procedure proved inadequate, consideration might be given to establishing another, which should, however, be governed by the strictest rules.

The Director-General, referring first to Mr. Weav­er's proposal, said that he would have it studied quite inde­pendently of any other question, as its import­ance deserved, and without holding up any other action.

He noted that the Governing Body seemed ready to accept parts I, III and IV of the paper, subject to certain minor points which had been raised and could be taken into account without difficulty, and he was prepared to carry out the suggestions em­bodied in them, on the understanding that there would, of course, be certain financial implications, which would be reflected in his budget proposals for 1963.

With regard to the suggestions in part II, he sug­gested that he should prepare a paper taking into account all the views expressed by members of the Governing Body. Before submitting this paper to
the Governing Body he would like to have an opportunity of discussing it with the Officers and of hearing their views both on the document as a whole and on the type of committee that should be set up by the Governing Body to consider the proposals further. The paper could then be submitted to the Governing Body for decision, but not before the 152nd Session.

Mr. Ladhari, taking into account the strong sentiment in favour of practical measures manifested by the Governing Body, proposed that the Director-General should be invited to prepare for submission to the Governing Body at its 151st or 152nd Session concrete proposals relating to the establishment and procedure of a commission on discrimination.

The Chairman suggested that the Governing Body might accept the Director-General's proposal to submit a paper to it at its 152nd Session.

Mr. Rifaat considered that the Director-General's proposal was a very practical one. He suggested that any members of the Governing Body who might have further comments to make might communicate them to the Director-General.

The Director-General said that he would welcome any memorandum on this question which any member of the Governing Body might wish to send him, provided that it was received in good time.

The Chairman, replying to a question by Mr. Wa-line, said that the Governing Body was not called upon at this stage to decide in principle whether or not to set up a commission, and that the Director-General's paper would simply contain proposals relating to such machinery.

Mr. Collison said that the Worker members agreed in principle to the establishment of a permanent commission on discrimination. He suggested that the Governing Body should accept the proposals just made by the Director-General.

Mr. Haythorne welcomed the Director-General's proposals. He asked that the Governing Body be kept informed of the activities of the United Nations Sub-Commission on Prevention of Discrimination and Protection of Minorities.

Mr. Umagiliya thanked the Director-General for his explanations and was prepared to accept his proposals on the understanding that the Governing Body had taken no decision on the principle of establishing a commission.

Mr. Ladhari thought that, on the contrary, the Governing Body had accepted the principle of a commission. In order to dispel any misunderstanding on this point, he suggested that a vote should be taken.

The Chairman pointed out that the Governing Body had not yet determined what type of machinery it wished to set up. The matter could be discussed at a later stage, when the Governing Body had the Director-General's concrete proposals before it.

Mr. Wa-line and Mr. Kaplansky considered that it was impossible to approve the setting up of machinery before knowing what form it was to take.

Mr. Ladhari withdrew his proposal.
of hours of work, and he was not prepared to accept immediately the argument that the instrument had not been adopted by the Conference through a technicality. His view was confirmed by the statement made by the President at the 35th plenary sitting of the session, after consulting the Legal Adviser, that a reopening of the matter would involve many complications and would require suspension of the Standing Orders and the following of a formal procedure.

The procedure which might be followed in placing the question of hours of work once again on the agenda of the Conference should be well defined; otherwise the Governing Body might in the future be faced with giving question in paragraphs 4 and 5 of article 10 of the Standing Orders that it was not interested in dealing with the matter. While it was true that article 10 of the Standing Orders of the Governing Body was not part of the Conference, whether for a double or for a single discussion. While it was true that article 10 of the Standing Orders of the Governing Body had not been adopted by the Conference through a technicality, the Chief of the Legal Division had taken the view that the Governing Body was supreme in fixing the agenda of the Conference, quoting article 14 of the Constitution to the effect that the Governing Body “shall make rules to ensure thorough technical preparation”, etc. The rules applicable in this instance were paragraphs 4 and 5 of article 10 of the Standing Orders of the Governing Body; paragraph 4 provided that “unless the Governing Body has otherwise decided, a question placed on the agenda of the Conference shall be regarded as having been referred to the Conference with a view to a double discussion”, while paragraph 5 provided, by way of exception, that “the Governing Body may decide by a majority of three-fifths of the votes cast to refer a question to the Conference for a single discussion”. Nowhere in the Standing Orders was any reference made to the possibility of a third discussion. Moreover, in the case of a sudden decision to speak of a third discussion, since the matter had already been disposed of by the Conference. It was therefore necessary to start afresh.

This being so, the Governing Body should follow its own Standing Orders in deciding to place the question of hours of work on the agenda of the Conference, whether for a double or for a single discussion. While it was true that article 10 of the Standing Orders of the Governing Body was not part of the Conference Standing Orders, article 38 and the following articles of the latter laid down explicit rules governing the single-discussion procedure, and the Governing Body was bound to follow not only its own Standing Orders but those of the Conference as well.

Mr. Fauch pointed out that at the 149th Session of the Governing Body the Worker members had already indicated that they were not interested in legal technicalities. All they wanted to know was whether a matter on which a decision had been taken by the Conference could come back to the Governing Body and could subsequently be submitted by the latter, acting on its own responsibility and authority, to the Conference for final decision. He doubted whether it had been the objective of the founders of the Organisation to tie it up with complicated legal procedures. The Workers’ group took it for granted that the rules of the Organisation were flexible and fair, and they were prepared to accept the legal opinion of the Office to the effect that the Governing Body had the authority to place the question of hours of work on the agenda of the Conference. The Governing Body could then decide the specific manner in which the question should be dealt with by the Conference.

Mr. Parodi, speaking from a legal point of view, pointed out that, according to the opinion given by the Chief of the Legal Division, article 14 of the Constitution gave the Governing Body extensive powers to make rules; once these rules had been made, and unless they were changed, they had to be applied. The rules which had applied in the present instance were paragraphs 4 and 5 of article 10 of the Standing Orders of the Governing Body, which clearly established that the normal procedure was that of double discussion; the Governing Body could, of course, decide to place an item on the agenda of the Conference for single discussion, but in that case the decision must be taken by a majority of three-fifths. However, these rules applied before the discussion had run its course. In the present case, the procedure of double discussion had been applied; the discussion had taken place, and a decision had been taken in accordance with the rules governing the voting procedure. The entire procedure had thus run its course, and all that the Governing Body could do was treat the question as an entirely new one and decide by a three-fifths majority that it would be dealt with by means of a single discussion as a matter of urgency, in accordance with paragraph 5 of article 10.

Mr. Ago did not agree that the matter had been disposed of by the Conference. It had been discussed, but the procedure had not really run its course, since in its last phase, that of voting, there had been no quorum and since, owing to the fact that the vote had been taken at the end of the session, it had not been possible for the Conference to reconsider the matter. Failure to achieve a quorum was not a disposal of an item; if it were, this would mean that a mere minority could definitively block the adoption of a Convention or Recommendation.

The Standing Orders had a specific purpose, namely to ensure that before taking a decision on an important matter, the Conference should have time to consider it carefully. It was for this reason that, except in particularly urgent cases, decisions were not normally taken following a single discussion. On the other hand, there was nothing to prevent having more than two discussions. The suggestion that the question of hours of work should now be placed on the agenda for a single discussion was contrary to common sense, since it was clear that this procedure applied when a question had not yet been discussed. If the question were to be placed on the agenda of the 46th (1962) Session of the Conference, it should be with a view to deciding it finally by a vote.

The Chairman observed that the Governing Body was faced with a de facto situation, and that even among lawyers there seemed to be some disagreement concerning its legal implications. He urged that the Governing Body should seek to arrive rapidly at a practical result.
Mr. Nasr recalled that at the Conference he had opposed the adoption of the proposed instrument, especially after the Employers’ efforts to achieve a reasonable compromise had failed in the Committee. Upon returning to his country, he had found that not only the employers but the workers as well were not enthusiastically in favour even of the compromise. In these circumstances, he was against placing the question on the agenda of the Conference at all. The lack of a quorum at the Conference had not been accidental; some delegates had absented themselves from the Conference hall precisely with a view to preventing the adoption of the instrument after the compromise had failed, as was shown by the fact that there had been a quorum in other votes taken immediately afterward.

The countries whose delegates were very much opposed to the instrument were not well represented on the Governing Body, and it would be unfair to them to place the question on the agenda of the Conference once again when they thought it had been finally disposed of. In the developing countries the workers were mainly concerned with the reduction of the working week to 48 or 46 hours. In view of the fact that the Governing Body did not reflect the composition of the Conference, he asked that it should refuse to place the question of hours of work on the agenda of the 46th Session.

Mr. Phan Van-Thinh said that the Government of Viet-Nam considered that in countries in process of development or reconstruction, where productivity was too low, it was not yet desirable, or indeed possible, to envisage measures aimed at reducing working hours. It would therefore be inappropriate to place the question on the agenda of the 46th Session of the Conference.

Mr. Erdmann, unlike Mr. Ago, considered that the Conference at its 45th (1961) Session had finally disposed of the question. The President of the Conference himself had stated, at the 34th sitting: “The matter has been before the Conference; it has been voted; and that is the end of the matter as far as I am concerned,”, adding that it was impossible to accept the position that delegates could at any time ask for some item to be put on the agenda. At the 35th sitting the President had confirmed his ruling in the following terms: “Now my ruling would be that we have taken a final vote and, unfortunately though it may be, there was no quorum, and I think that closes the matter.”

The opinion given by the Chief of the Legal Division was based on the premise that the Governing Body was the supreme body responsible for determining the agenda of the Conference. However, this was not so, since under article 16 of the Constitution the Conference was entitled under certain conditions to alter the agenda as fixed by the Governing Body. Hence, if the Governing Body were to decide to place the question of hours of work on the agenda of the Conference for a third discussion it would not be acting in accordance with the provisions of the Constitution and the Standing Orders, and this might have serious consequences.

However, the Employer members did not wish to prevent a solution satisfactory to all concerned from being reached, and he suggested that, in view of the difficulty of settling the issue in such a large group as the full Governing Body, a small working party might be set up to deal with it.

Mr. Collison said that he did not intend to argue the case on legal grounds and that he was prepared to accept the opinion of the Chief of the Legal Division. His concern was that the Governing Body should behave responsibly and should not lower the prestige of the I.L.O.

The Employers appeared to be seeking, through delaying tactics, to keep the item of hours of work off the Conference agenda. As Mr. Nasr’s remarks had shown, it was really the issue of the 40-hour week which was worrying them. The Worker members of the Governing Body knew quite well what the workers wanted. While it was true that the workers in under-developed countries wanted to see more production, they also wanted to see the results of more production, which included, among other things, shorter working hours. Incidentally, the proposed Recommendation did not call for an immediate reduction of the working week to 40 hours.

It had been stated that if the matter were to be reopened at the 46th Session of the Conference this would create a dangerous precedent; but this was not a valid argument, since a question could be put on the agenda of the Conference only if the Governing Body so decided. Reference had been made to certain statements by the President of the Conference; these, however, concerned only the session of which he was President, and any arrangements relating to future sessions must be left to the Governing Body as required by the Constitution.

The Employers had had every opportunity to argue their case during the double discussion which had taken place at the 44th (1960) and 45th (1961) Sessions, and had in fact done so very strongly. Despite this the Conference Committee at the last session had clearly expressed its desire that the matter should be settled by the Chief of the Conference. If it had not in fact been settled, this was because, first, a number of delegates had left Geneva without informing the Secretariat and, secondly, others had stayed away from the sitting in a deliberate attempt to block a decision.

For all these reasons he urged the Governing Body to adopt the proposals contained in paragraph 4 of the Office paper. The Director-General might be asked to include in his Report to the Conference the full text of the proposed Recommendation so that anyone who wished to do so might submit amendments. A common-sense solution should be adopted for the unprecedented situation which had arisen, and a similar situation should not be allowed to arise again.

The discussion was adjourned until the following sitting.1

The sitting closed at 6.45 p.m.

J. Möri.

1 See below, Minutes of the Fifth Sitting, pp. 34-36.
MINUTES OF THE FIFTH SITTING

(Thursday, 23 November 1961—10.10 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Môri, followed by Mr. Waline.

Mr. Aogo, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenström, Mr. Bhavandas, Mr. Borha, Mr. Campanella, Mr. Claussen, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Erdmann, Mr. de la Fuente Locker, Mr. Ghayour, Mr. Goroshkin, Mr. Haythorne, Mr. Ionasco, Mr. Kaplansky, Mr. Ladhari, Mr. Lawyer, Lord McCorquodale, Mr. Mishiro, Mr. Monk, Mr. Môri (replaced during part of the sitting by Mr. Bouladoux), Mr. Nettey, Mr. Pantos, Mr. Parodi, Mr. Pico, Mr. Sabrose, Monteoya, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tata, Mr. Tourôn Lugo, Mr. Umagályia, Mr. Waline (replaced during part of the sitting by Mr. Saintigny), Mr. Yllanes Ramos, Mr. Yú.

Absent: Mr. Bosch (substitute for Mr. Pomès).

SECOND ITEM ON THE AGENDA

Agenda of the 46th (1962) Session of the International Labour Conference (cont.)

Hours of Work (cont.).

Mr. Ambekar thought that the matter should be dealt with on the basis of common sense, of which the Standing Orders were intended as no more than a codification. The item could not be regarded as disposed of, as the Employers claimed, since no decision had been taken on it; and even if a decision had been taken, there was nothing to prevent the Governing Body placing the question on the Conference agenda again. As to the procedure proposed for doing so, there was no danger of violation of the Standing Orders, since the Standing Orders were silent on the subject. On the other hand, it was the interpretation of article 17 of the Constitution given in article 20 of the Standing Orders which was at the root of the difficulty which had arisen at the last session of the Conference; the Constitution provided that the voting was valid unless the total number of votes cast was equal to half the number of delegates attending the Conference, whereas article 20 of the Standing Orders provided that a vote was not valid if the number of votes cast for and against was less than half the number of delegates attending the Conference. This interpretation of the Constitution had made those who abstained the arbiters in the decision. Not only was it unfair, but it was unwise to use the device of abstention as a means of defeating the adoption of an instrument; the present discussion showed that if this circuitous method were used, questions which had been defeated in that way would be brought up again and again until a proper solution was found.

The procedure proposed had the support of legal opinion in the Office, and he appealed to the Employers to let the question be placed on the agenda of the Conference again and to oppose it, if they so wished, by fair means. Procedural devices might succeed in shelving awkward subjects within the I.L.O., but they could not remove them from the world scene; if the I.L.O. could not adopt a suitable instrument on hours of work, the populations of the countries concerned would be bound to take the matter into their own hands.

Mr. Dreyer said that he himself, as Chairman of the Conference Committee on Hours of Work, and its two vice-chairmen, had tried from the beginning of the work of the Committee to devise a compromise solution on a particularly difficult point in the proposed text; finally a compromise proposal had been made and, though accepted by the Employers, had been rejected by the Workers. The result had been that in the final record vote there had been no quorum. The abstentions had come not only from Employers but from Government delegates representing 34 countries: five in Europe, ten in Africa, 12 in Asia and seven in Latin America.

He was not opposed to the question of hours of work being placed on the Conference agenda for a third time, but stressed that, if it were, a compromise solution on the text was essential; otherwise, the situation that had occurred in 1961 would be repeated in 1962.

Mr. Goroshkin pointed out that the quorum had not been obtained on other important questions also at the last session of the Conference, not only because of abstentions but also because of the departure of delegates. It had been suggested that the Secretariat should check the number of delegates present at that time, but this had not been done. The Recommendation had failed of a quorum by only three votes; if the number of delegates actually present in Geneva had been checked, he was sure that the Recommendation would have been adopted.

In this respect the procedure must be regarded as having been defective.

On the substance of the matter, there was no doubt that hours of work was a most important aspect of the general question of employment. A reduction of hours of work was in progress in the Soviet Union, where it was intended to introduce a working day of six hours in normal employment and five hours in underground work. He therefore fully supported the proposal in the Office document and drew the attention of representatives of countries in course of development to the flexibility of the proposed instrument, which made it possible to have regard to the needs of particular countries. The fears expressed by members from developing countries were not, therefore, justified.

Mr. Yllanes Ramos warned against the tendency to draw a distinction between common sense and the law; legal provisions were the highest and most logical expression of common sense, and in this particular case he believed that the problem should...
be settled on the basis of the Constitution and the Standing Orders.

Mr. Agó's argument that there had been no vote at the previous session of the Conference, and thus that the question could be voted on at the next session, was not convincing for a number of reasons. In the first place, voting was a means of expression in which an abstention was as valid a means of expression as votes cast for and against. The Standing Orders provided in their wisdom that there should not only be a positive majority for an instrument to be adopted, but also a quorum, precisely so that those who found abstention a necessary position to take should be able to make their objection felt.

Secondly, the opinion of the Chief of the Legal Division was incorrect because it did not take into account all the elements of interpretation. Article 21 of the Constitution threw light on the sense in which the Constitution was to be read where an instrument failed of adoption; it provided that a Convention which failed to secure adoption could nevertheless be agreed to among themselves by any of the Members of the Organisation. It did not provide that the question could be endlessly reopened, and by analogy the sense of the Constitution in respect of Recommendations which failed of adoption must be regarded as the same. Another element of interpretation omitted in the legal opinion was article 18 of the Standing Orders of the Governing Body, which provided for a special procedure for determining the agenda of the Conference designed to ensure proper balance. The agenda of the 46th (1962) Session had been determined already in accordance with that procedure and included four items which were already sufficiently complicated in themselves.

Thirdly, there would be a number of new member States present at the Conference in 1962 whose delegates would not be familiar with the Conference's work on the question of hours of work in previous years; was it reasonable that they should be required to vote on a matter with the past history of which they were not familiar?

Finally, the small number of ratifications of hours of work Conventions showed the impossibility of imposing the 40-hour week by a demagogic decision.

The point made by Mr. Dreyer was extremely important; the compromise to which he had referred was essential for the future of good labour-management relations and for the achievement of a real reduction of hours of work by stages without destroying the economies of the countries in course of development.

Mr. Tsankov supported the view of Mr. Agó and other speakers that a common-sense way should be found out of the procedural difficulties which would enable the question of hours of work to be placed once again on the agenda of the 46th Session of the Conference. The question of hours of work was of great importance for a large number of workers in most countries, and the Bulgarian Government, which had from the beginning urged the adoption of an instrument unless there was a quorum, felt the problem would have to be solved by means of class warfare in the individual countries.

It was the Employers' members who had requested a legal opinion because they thought that it would support their thesis; now that they found that it did not they were objecting to it. He believed, however, that there were no further obstacles of either form or substance to the placing of the question on the agenda of the 1962 session of the Conference; the legal position had been completely clarified, and the proposed instrument itself was sufficiently flexible to permit of a gradual reduction of hours of work in accordance with national conditions.

Mr. Haythorne thought that the Governing Body was faced with three reasonably straightforward questions. First, was the Governing Body able again to place the question of hours of work on the agenda of the Conference? Second, was such a step desirable in the special circumstances which had arisen? Third, if the answer to the second question was in the affirmative, what could be done to ensure that the matter was settled to the general satisfaction of the three groups?

Without going into details, he believed that the answer to the first question was yes. On the second question, Mr. Dreyer had already indicated the doubts which might exist as to whether or not it was desirable to reopen the matter. It would help to remove such doubts if there was some indication of a greater degree of objectivity and willingness to re-examine specific issues in a spirit of negotiation.

The third question was the most difficult to answer. On the one hand, there was little point in the Conference adopting an instrument unless there was a reasonable chance of its being implemented, and this meant that discussions had to be carried forward in a spirit of reasonableness, with the long-run interests of the member countries uppermost in mind; in the case of hours of work there had been very strong feelings in all three of the groups. On the other hand, a lot of time, effort and money had already been spent in trying to reach a satisfactory solution on the subject over the last five years. It had gradually been realised that much more was involved in reducing hours of work than had originally been thought, and one of the advantages of the proposed instrument was that it established very important general principles concerning the factors of the problem. Unless, however, some way could be found of obtaining general agreement and resolving outstanding differences, the Canadian Government, and no doubt other governments, would have to consider their position very carefully in relation to any further vote by the Conference.

In view of all these considerations, he suggested that the Governing Body might appoint a small working party to report to it before the end of the session on whether, in the light of all the circumstances, the question of hours of work should be placed on the agenda of the 46th (1962) Session of the Conference and, if so, in what manner this could best be done.
The sitting was suspended at 11.15 for consultations within the groups and resumed at 11.40 a.m.

Mr. Collison said that the Workers' group agreed to Mr. Haythorne's suggestion, on the understanding that the working party would discuss procedure.

Mr. Ago said that the Government group proposed that the working party should consist of seven persons, two from each group, together with a chairman appointed by the Government group.

Mr. Waline said that the Employers' group agreed to the establishment of a working party, on the understanding that it would primarily concern itself with the procedural aspects of the question.

On the proposals of the three groups, the Governing Body appointed its working party as follows:

Chairman: Mr. Ago.
Government group: Mr. Dreyer; Mr. Umagilinya.
Employers' group: Mr. Rifaat; Mr. Erdmann.
Workers' group: Mr. Collison; Mr. Kaplansky.

It was agreed that the working party should report to the Governing Body on the following day.¹


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

(Mr. Waline took the Chair.)

SIXTH ITEM ON THE AGENDA

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

The Chairman (Mr. Waline) said that, as the Commission would submit a further report to the 151st Session of the Governing Body in which it hoped to be able to deal with the whole question referred to it and to indicate the results of its examination, the Officers had taken the view that the Governing Body should decide that any discussion would be undesirable at the present stage and that the best course would be for it to confine itself to taking note of the report.

Mr. Abugallem said that he did not intend to discuss the subject-matter of the complaint.

He had noted with appreciation that the Commission had with increasing frequency raised certain questions, which had up to now been carried out in agreement with the two governments concerned.

Mr. Goroshkin said that it was not possible to discuss the particular complaint in question without dwelling on the problem as a whole. It was no coincidence that during recent years the countries anxious to free themselves from the colonialist yoke had with increasing frequency raised certain questions which were of concern to the International Labour Organisation.

The Chairman appealed to Mr. Goroshkin not to embark on a discussion of the substance of a matter under investigation by a Commission of Inquiry, which had not yet submitted its substantive report.

Mr. Goroshkin did not share the Chairman's view of the matter. The complaint could not be regarded as a private question, the more so since it was no secret that the I.L.O. was seeking to avoid taking decisions on questions raised by the colonial peoples.

Point of Order.

Mr. Haythorne supported the Chairman's ruling and proposed that the Governing Body take note of the report and proceed with another item on its agenda.

¹ See below, Minutes of the Seventh Sitting, p. 46.
Mr. Goroshkin protested against the procedure that was being followed in the Governing Body; he wished to speak on the specific item on the Governing Body's agenda. The complaint had been made a year ago, and the matter had still not been resolved. Such a method of handling the question was unsatisfactory and showed the extent to which the I.L.O. was anxious to avoid dealing with it.

The Chairman said that the complaint was still sub judice, and that all members of the Governing Body were anxious that the Commission should submit a substantive report as soon as possible. At that stage all members would be free to make such observations as they desired.

Mr. Goroshkin said that it was unworthy of the Governing Body not to discuss such questions thoroughly.

Mr. Ionasco said that the document before the Governing Body was hardly substantial enough to be regarded as a report; in his view the work of the Commission was proceeding too slowly. Secondly, the disproportionately large number of witnesses produced by Portugal who had been heard by the Commission (22 out of 31) was such as to distort the material on which the Commission's next report would be based. Thirdly, he supported the observations of the Government representative of Ghana to the effect that the Commission should visit the countries neighbouring upon the territories immediately concerned to obtain additional information from refugees. A similar procedure had been followed in the United Nations in connection with the problem of refugees. A similar procedure had been followed in the United Nations in connection with the problem of refugees.

Mr. Ahmad agreed, but drew attention to the recommendation made by the Commission that a second Asian Regional Maritime Conference should be held at an early date. The first had been held in 1953, since when the conditions of Asian seafarers had changed very little. Their wages were low, and the instruments adopted by the maritime sessions of the Conference had not been ratified by any Asian government. There were neither security of employment, nor social security, nor holidays with pay, nor fixed hours of duty for Asian seafarers. There was a great need for a second Asian Regional Maritime Conference, the calling of which had been recommended not only by the Joint Maritime Commission but by the International Transport Workers' Federation and the Asian Advisory Committee.

The Chairman drew particular attention to paragraphs 45 and 46 of the Office document and to the desire of the Joint Maritime Commission that the continuity of its activities should not be interrupted by the lengthening of intervals between its sessions.

Mr. Campanella thought that it would be preferable to leave the question of the agenda of the next session of the Joint Maritime Commission until a decision had been taken as to when it should be held.

Mr. De Bock agreed, but drew attention to the fact that on the question of manning of ships the Shipowners had indicated that they were prepared to consider practical proposals, and that on the question of air conditioning the Shipowners had indicated willingness to discuss the question again at the Commission's next session. Subject to the preparatory work requested of the Office being performed, he believed that the possibility of agreement between the two groups existed.

SUPPLEMENTARY ITEM ON THE AGENDA

Complaint Filed by the Government of Portugal concerning the Observance by Liberia of the Forced Labour Convention, 1930


Mr. Ionasco said that the Chairman had correctly interpreted the position with regard to the procedure to be followed by the Commission. He had nothing further to add, except to assure the Governing Body that the I.L.O. would provide the Commission with all the servicing it required to fulfil its task.

The Governing Body took note of the report of the Commission.

The Chairman drew attention to the views and proposals of the Officers of the Governing Body contained in paragraphs 5 to 8 of their report.

The Governing Body adopted the proposals in the report of its Officers.

SEVENTH ITEM ON THE AGENDA


Mr. Campamella, speaking as the representative of the Employers' group of the Governing Body who had attended the session, congratulated the Office on the preparation and organisation of its work and drew particular attention to the cordial atmosphere which had prevailed. Thirteen resolutions had been adopted unanimously, and only one had been rejected. On another question—air conditioning in relation to crew accommodation on board ship—the Shipowners and Seafarers had each submitted a text; the Governing Body was invited to authorise the Director-General to communicate these texts to governments with a request that they be forwarded to the shipowners' and seafarers' organisations with a view to joint consultation.

Mr. De Bock supported the remarks of Mr. Campanella. On the two questions on which agreement had not been possible, the manning of ships and air conditioning in relation to crew accommodation on board ship, he was certain that agreement would be forthcoming if they were placed on the agenda of the next session of the Joint Maritime Commission. He drew particular attention to paragraphs 45 and 46 of the Office document and to the desire of the Joint Maritime Commission that the continuity of its activities should not be interrupted by the lengthening of intervals between its sessions.

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The Governing Body adopted the proposals in paragraphs 4, 6, 8, 10, 13, 15, 17, 19, 21, 23, 26, 28, 35, 38, 40, 42 and 44 of the Office document and took note of the report as a whole.

EIGHTH ITEM ON THE AGENDA

Report of the Technical Meeting on Small-Scale and Handicraft Industries

The Governing Body decided to express its thanks to the Government of India for the facilities provided for the Meeting, and postponed further consideration of the report to its 151st Session.
Mr. Bouladoux regretted that a gap had been left in the report in that it nowhere referred to the question of trade union organisation or to the possibility of co-operation between employers' organisations and trade unions in seeking solutions to the problems of small-scale and handicraft industries. This point should not be lost sight of when the substance of the matter was considered at the 151st Session.

NINTH ITEM ON THE AGENDA

Report of the Meeting of Consultants on the Problems of Young Workers

The Governing Body postponed consideration of the report of the Meeting of Consultants on the Problems of Young Workers to its 151st Session.

TENTH ITEM ON THE AGENDA

Report of the Asian Advisory Committee on Its 11th Session

Mr. Umagiliya, speaking as Chairman of the Committee, said that the Committee had discussed a number of problems of wide general interest to Asian countries. In particular, there had been a large measure of agreement as regards the urgency of the various problems relating to employment and the raising of living standards. There was a general feeling that all possible help should be given towards increasing employment opportunities in areas where alarming growth of population, without a corresponding increase in economic development, had led to a serious fall in living standards. The Committee had also underlined the importance of rural development in the general process of development of Asian countries. It had been emphasised that no development was possible in Asia without considerable progress in the rural sector. Attention had also been drawn to the progressive decrease in the proportion of technical assistance funds allocated to countries in the Asian region. With regard to productivity, there had been a general view that the I.L.O. should pursue its productivity missions with renewed vigour. The conclusions of the Committee concerning the Plantations Convention, 1958 (No. 110), expressed in paragraph 80 of the report, were also important.

Finally, he drew attention to the arrangements suggested by the Committee for the submission of its recommendations concerning the agenda of its 12th Session. The size of the agenda of the Asian Advisory Committee had grown in recent years, and on this occasion the view had been expressed in the Committee that the selection of subjects should be related to the ability of the Office to prepare the necessary documentation.

Mr. Tata said that the Asian Advisory Committee had had a very fruitful session, at which it had had the benefit of the experience of the United Kingdom, French and U.S.S.R. Governments. He had been interested in the views expressed by the U.S.S.R. Government member concerning problems akin to those of Asia which had been successfully tackled in the Soviet Union. While on such subjects as trade union practices and agriculture Soviet measures applicable to a totalitarian economy could not be adopted in parts of the world which had a different conception of democracy, on other matters such as vocational training, education, industrialisation and small-scale industry Asian countries could no doubt learn much that was useful from Soviet experience, and the U.S.S.R. Government member of the Committee had been asked to make a written communication to the I.L.O. on the subject.

One factor which made conditions in most Asian countries very different from those in the Soviet Union was the pressure of population, and here, when population growth overtook capital formation, he could see no other solution than some form of family planning; otherwise the workers could not expect to improve their present standards of living. He himself took this view with reluctance, and he was aware of the views expressed on the subject by Mr. Bouladoux at a previous sitting, but he was convinced that the I.L.O. would be failing in a basic duty towards the workers in particular if it did not undertake to convey the need for family planning. The Committee had also held a most interesting discussion on problems of employment and unemployment. In some areas of the world it was claimed that unemployment did not exist, but he wondered how this kind of full employment could be reconciled with the workers' demand for free choice of employment.

Finally, he appealed to the Governing Body to attach due importance to the work of the I.L.O.'s regional bodies. The present report of the Asian Advisory Committee might not make easy reading, but it gave advice on problems on which action was urgently needed.

Mr. Monk supported the remarks of Mr. Umagiliya and Mr. Tata. On the urgency of expanding employment opportunities in Asia, he drew attention to paragraph 31 of the report, which summed up the problem very graphically.

The need for increased productivity with benefits properly shared by the workers was another urgent problem. Here a great difficulty existed because of the lack of any fully reliable method of measuring increased productivity. He appealed to the Director-General for further statistical examination of this question with a view to seeing whether a satisfactory formula could not be evolved.

At its two previous sessions the Asian Advisory Committee had discussed the question of trade union practices. Although at its 11th Session the scope of the report on the subject had been widened to include employers' organisations, the burden of criticism against restrictive practices had still been mainly levelled at the trade unions; this could not be regarded as satisfactory.

The discussion was adjourned to the next sitting.  

The sitting closed at 1.05 p.m.

J. Mörl,  
Pierre Waline.

1 See below, Minutes of the Sixth Sitting, pp. 39-40.
The Governing Body was composed as follows:

Chairman: Mr. Waline.

Mr. Agö, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenström, Mr. Bhavandas, Mr. Bouladoux, Mr. Campanella, Mr. Claussen, Mr. Colisson, Mr. De Bock, Mr. Dreyer, Mr. de la Fuente Locker, Mr. Gayour, Mr. Haythorne, Mr. Hernandez, Mr. Ionasco, Mr. Kaplanisky, Mr. Ladhari, Mr. Lawyer, Mr. Lee, Lord McCourtald, Mr. Machado Neto, Mr. Maliov

(replaced during part of the sitting by Mr. Poon

zharsky), Mr. Mermilod, Mr. Mishiro, Mr. Monk, Mr. Nettey, Mr. Pantes, Mr. Parodi (replaced during part of the sitting by Mr. Hauck), Mr. Pico, Mr. Sabrosso Montoya, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Umagíya, Mr. Yllanes Ramos.

Absent: Mr. Bosch (substitute for Mr. Pomés).

Tenth Item on the Agenda

Report of the Asian Advisory Committee on Its Eleventh Session (concl.)

Mr. Ahmad drew attention to paragraph 5 of the report and recalled that when the Governing Body discussed the budget proposals for 1963 consideration should be given to the holding of the next session of the Asian Advisory Committee in an Asian country. It was also desirable that one or two experts from both the employers' and workers' sides should be invited in connection with the discussion of technical subjects.

He had requested that a correction should be made in the record of his remarks concerning productivity in paragraph 11 of the report. In connection with this subject it was important that I.L.O. technical assistance experts should not only have a specialised knowledge of the question but should be briefed in such a way as to be able to establish proper personal relationships and enlist the sympathy and support of the workers, who should be actively associated with such projects. Unless the workers were persuaded that they would benefit from increased productivity their co-operation was difficult to obtain. He trusted that the I.L.O. would not only give such assistance on behalf of the U.S.S.R. with a view to contributing to the solution of the important problems discussed in the Asian Advisory Committee.

Mr. Haythorne welcomed the interest expressed by Mr. Monk in the measurement of productivity changes. Experience in Canada had led to the conclusion that the question had both quantitative and qualitative aspects; that it required very careful development of reliable data and equally careful interpretation of those data; and that, in particular, information was needed on the structural changes within industries and the differences in the relative importance of different industries at different times. He hoped that national governments as well as the I.L.O. would give more careful attention to this question.

He welcomed the frank exchange of views between Mr. Tata and Mr. Bouladoux on family planning. While he agreed with Mr. Bouladoux that consideration needed to be given to economic planning, he thought the I.L.O. had a responsibility to consider the problem from the broader viewpoint of social planning as well, even though fully appreciating Mr. Bouladoux's concern for the individual conscience.

Mr. Slater understood the desire of the Asian Members of the Organisation that a meeting of the Asian Advisory Committee should be held in Asia, but pointed to the difference between the Asian and the African Advisory Committees. In the Asian Advisory Committee most members of the Government group, and probably also of the Employers' and Work-
ers' groups, were members of the Governing Body, so that it was a matter of convenience as well as of economy to hold the Committee's meetings in Geneva. At the present time this did not apply to the African Advisory Committee, the number of Governing Body members coming from the African States being very small. The situation might change when the Governing Body was enlarged, but for the time being he hoped that the question would be looked at in the light of the considerations he had mentioned.

Mr. Collison referred to the difficulties in the way of ratification of the Plantations Convention, 1958 (No. 110), discussed in paragraph 73 of the report, which expressed concern at the small number of ratifications that the Convention had received. The Conference committee dealing with that question had found it extremely difficult to define a plantation worker, and while he would not wish the scope of the instrument to be limited, if the present definition created obstacles to ratification he would welcome a reconsideration of the matter on an appropriate occasion.

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

ELEVENTH ITEM ON THE AGENDA
Reports of the Committee on Freedom of Association

Mr. Malikov said that the position of the U.S.S.R. Government concerning the reports of the Committee on Freedom of Association had not changed.

Mr. Ionasco reiterated the reservations of the Rumanian Government with regard to the reports of the Committee on Freedom of Association.

Fifty-eighth Report

Introduction.

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

Tribute to the Memory of President Paul Ramadier.

The Governing Body associated itself with the tributes paid to Mr. Ramadier by the members of the Committee.

Cases before the Committee.

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

Cases Which the Committee Recommends Should Be Dismissed.

The Governing Body adopted the recommendations contained in paragraphs 48 (case No. 220: Argentine Republic) and 59 (case No. 235: Cameroon) of the report.

Conclusions in the Cases Relating to Paraguay (Case No. 168), Burma (Case No. 193), United Kingdom (Aden) (Case No. 221) and Argentine Republic (Case No. 258).

The Governing Body adopted the recommendations contained in paragraphs 80 (case No. 168: Paraguay), 87 (case No. 193: Burma), and 127 (case No. 221: United Kingdom (Aden)) of the report.

Conclusions in the Cases Relating to Spain (Case No. 143), France (Algeria) (Case No. 156), Japan (Case No. 179), Argentine Republic (Case No. 192), United Kingdom (Singapore) (Case No. 194), Thailand (Case No. 202), Argentine Republic (Case No. 216), Greece (Case No. 224), Argentine Republic (Case No. 237), Greece (Case No. 234), United Kingdom (Southern Rhodesia) (Case No. 251), Cuba (Case No. 253), Republic of South Africa (Case No. 261), Cameroon (Case No. 262) and Iran (Case No. 265).

The Governing Body adopted the recommendations contained in paragraphs 139 (case No. 143: Spain) and 203 (case No. 156: France (Algeria)) of the report.

Mr. Aoki, referring to case No. 170 (Japan), said that the Japanese Government needed further time to study the long and comprehensive recommendations of the Committee and reserved the right to make further comments in due course.

Mr. Ahmad said that the Japanese Government had been requesting further time in connection with this case on various pretexts for a number of years, and hoped that the Government would take the action called for without further delay.

The Governing Body adopted the recommendations contained in paragraphs 431 (case No. 199: Japan), 457 (case No. 192: Argentine Republic), 474 (case No. 194: United Kingdom (Singapore)), 481 (case No. 202: Thailand), 492 (case No. 216: Argentine Republic) and 531 (case No. 224: Greece) of the report.

Mr. Pico, referring to case No. 231 (Argentine Republic), said that on 21 November he had communicated the information requested of the Argentine Government in paragraph 554 (a) of the report.

For the reasons given in connection with paragraph 124 of the 57th report of the Committee on Freedom of Association, he recorded his Government's reservations on paragraph 554 (b) of the report, with which paragraph he could not agree.

The Governing Body adopted the recommendations contained in paragraphs 554 (case No. 231: Argentine Republic), 589 (case No. 234: Greece), 621 (case No. 251: United Kingdom (Southern Rhodesia)), 644 (case No. 253: Cuba), 653 (case No. 261: Republic of South Africa), 671 (case No. 262: Cameroon) and 685 (case No. 265: Iran) of the report.

The Governing Body adopted the 59th report of the Committee on Freedom of Association as a whole.

Fifty-ninth Report

The Governing Body decided to examine the 59th report of the Committee on Freedom of Association at its 151st 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

Choice of Conventions and Recommendations on Which Reports under Article 19 of the Constitution Are to Be Requested for 1963.

The Governing Body adopted the proposals in paragraph 6 of the report.
Field before very long. The workers attached importance to these standards being prepared within the tripartite framework of the I.L.O. He hoped that the Director-General would deal with this aspect of the question with all the interest which it merited in his forthcoming study of regional activities; it would be most regrettable if the various European organisations were obliged to adopt regional social standards on their own account.

Mr. Fennema expressed appreciation of the close co-operation between the Consultative Assembly of the Council of Europe and the International Labour Organisation and of the remarks of the representative of the Council of Europe. He hoped that his own remarks would be brought to the attention of those concerned in that body.

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


Mr. Haythorne understood that the Director-General and the members of the International Organisations Committee were fully satisfied with the Memorandum from the standpoint of the I.L.O., and trusted that it would encourage similar cooperation between the I.L.O. and other international agencies in the important field of rural development generally.

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

General Information.

Mr. Fennema said that he had raised the question of action taken on the Hungarian question in the United Nations because, after having in two successive years upheld objections to the credentials of the Hungarian delegation in the International Labour Conference, the Conference had not been able to act on the question as it had been recommended by the International Labour Conference; it was therefore important for the I.L.O. to be fully informed of discussions in the United Nations concerning Hungary.

The December 1960 report of the United Nations Special Representative on Hungary stated the following: "Four years have passed since Soviet armed forces entered Budapest to crush the effort of the Hungarian people to free their country from tyrannical government and from foreign domination, and to establish an independent, democratic and Socialist republic of their own choice. The United Nations was thus confronted within the continent of Europe with an issue which all men understand as vital for the peace and well-being of all peoples—the right of a small people to shake off oppressive and alien domination in order freely to determine its destinies. At a time when many people long subject to foreign rule are being welcomed into the community of nations, the United Nations has rightly declined to ignore this breach of the right of self-determination in the case of a people with a long, proud history of independence. The simple truth is that the people of Hungary are subject to foreign domination, that troops of an alien power remain on their soil, and that, in consequence, the
Hungarian people are denied the elementary right of freely choosing those whom they wish to govern them.

In the light of these findings and of the remarks of the U.S.S.R. Government member of the Committee who had drawn attention to the importance which should be attached by the I.L.O. to the Draft Covenant on Human Rights, he appealed to the Government of the U.S.S.R. to consider the practical question of the human rights of the Hungarian people and not only the work of committees dealing with human rights.

Mr. Pozharsky pointed out that he had asked for the floor some time ago on a point of order. Mr. Pentenna’s remarks had no direct connection with the work of the International Organisations Committee.

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

SEVENTEENTH ITEM ON THE AGENDA

Report of the Committee on Operational Programmes

General Discussion.

Mr. Bouladoux drew particular attention to paragraph 17 of the report. The Workers’ group wished workers’ organisations to be associated more closely with the planning and implementation of technical co-operation programmes, and had difficulty in accepting the idea that in the last resort such programmes should depend exclusively on the will of governments. While recognising the overriding responsibility of governments for technical co-operation programmes in general, the Workers’ group was particularly concerned with the position of workers’ education programmes; in this field, it could not be regarded as acceptable that a government should prevent, or alternatively impose, certain operational activities. Workers’ education was a special case which should not necessarily be subjected to the same rules as other operational activities, and he hoped that a special procedure might be found in the particular field for associating workers’ organisations more closely with their planning and implementation.

Mr. Tarre Murzi welcomed the recommendation of the Committee that the Governing Body should take note of the views expressed during its discussion on the magnitude and balance of operational activities and request the Director-General to take these views into account in preparing his budget proposals for 1963. His remarks were intended to draw particular attention to certain aspects of operational activities of major importance to the countries in course of development.

In the first place he welcomed the desire expressed by the Office for co-ordination with the technical co-operation programmes of certain regional bodies, and the assurances given in the Committee on Operational Programmes by representatives of the Director-General that the Washington Branch Office and the Mexico City and Lima Field Offices would be strengthened. The programme contained in the Charter of Punta del Este would enable the countries of Latin America, which were in the full spate of development, to receive a very large amount of technical assistance in conditions of full national dignity and sovereignty. Similar problems and other regional programmes existed in other continents, and he could not overstress the need for the I.L.O. to take advantage of the funds available in order to expand its own technical assistance activities in the developing regions.

Secondly, in the light of resolutions adopted by the Conference at its last two sessions, of the findings and preparatory work done for the Asian Advisory Committee, the Meeting of Consultants on the Problems of Young Workers and other meetings, and having regard also to technical publications of the Office on other matters, it was essential that the I.L.O. should take more comprehensive and energetic measures to help the countries in course of development to solve their dramatic problems of rural development. As far as Latin America was concerned, the work of the F.A.O. and the United Nations showed, for instance, that programmes of agrarian reform benefited only two or three countries, whereas most Latin American countries faced a disastrous situation of feudal conditions combined with lack of skilled manpower and development difficulties. The Meeting of Consultants on the Problems of Young Workers had been provided with a most important document on the establishment of vocational training centres in urban, semi-urban and rural areas, which laid the foundation for a whole social policy of vocational training in urban and, above all, rural areas. Having regard to the great needs which existed in the field of rural development and to the advanced state of theoretical preparation for action to meet them, it was essential that much greater resources than in the past should be provided in the 1963 budget for activities in Latin America, Asia and Africa, in co-operation with the regional organisations, to help the developing countries to overcome the obstacles in the way of their desire to transform their conditions of existence.

Mr. Sánchez Madariaga welcomed the remarks of Mr. Tarre Murzi on behalf of the Workers’ members from American countries. The economic and social situation described by him called for urgent action, and the more rapidly assistance was given the more valuable it would be. The I.L.O. technical assistance programme had a great deal in common with the activities decided on at Punta del Este, and the I.L.O. could make a most important technical contribution if it took advantage of the possibilities opened up by that meeting. The democratically-minded workers of Latin America believed that the plans agreed on at Punta del Este should be directed towards raising living standards in the countries concerned by improving education, public health, housing and general economic development, and were completely opposed to the use of such programmes to prop up dictatorial governments or for private profit.

Mr. Pozharsky drew attention to the remarks of the U.S.S.R. Government member of the Committee recorded in the report. In particular, he believed that the I.L.O. should give special emphasis to assistance in the vocational training of skilled workers; here he did not agree with the members of the Committee who, according to paragraph 6 of the report, attached importance to management development. Vocational training was eminently an I.L.O. task, as laid down in the Constitution and the Declaration of Philadelphia, and the creation of a skilled labour force could do much to relieve one of the crucial problems of countries in the course of devel-
opment, namely unemployment. The report went on to say that, as resources were limited, the I.L.O. should concentrate on training national management personnel and instructors. He had no doubt as to the need for instructors, but he did not believe that the increase in employer skills would help to increase the number of skilled workers or that there was any relationship between increased management efficiency and the solution of the problem of unemployment.

In connection with paragraph 7 of the report, relating to workers' education, some members of the Committee had seemed to imply that workers' education should include general education in such subjects as mathematics and physics. No doubt lack of general education could be an important problem in developing countries, but he doubted whether it was within the competence of the I.L.O. which should concentrate on the tasks assigned to it by the Constitution, and in particular, having regard to the economic problems of the developing countries, on vocational training.

Mr. Ghayour welcomed the Committee's technical rather than political approach to its task, which had been greatly facilitated by the excellent documentation provided and the contribution of the representatives of the Director-General during the course of the discussion. The U.S.S.R. Government member of the Committee was himself a technician and had happily abstained from political considerations. He could not, however, follow the U.S.S.R. Government representative in his remarks on management development, which should be regarded as just as important as workers' education. Management development did not mean the training of a person to be a good employer in the capitalist sense, but raising, through further training, the management skills of the people who had to run undertakings in the developing countries. They might owe their position to a number of reasons in democratic countries, and it was necessary for the good, not only of the employing class, but of the workers and government and the country as a whole, that they should be educated in human and industrial relations, and in good bookkeeping and marketing techniques, for instance. This being so, the I.L.O. was clearly the organisation which should deal with this aspect of training.

He welcomed the frankness of the report submitted to the Committee evaluating I.L.O. operational programmes in Burma from their inception. This kind of objective evaluation was to be encouraged, and the results were positive because they showed that the I.L.O. had learned from its initial errors, which had in any case been less serious than those of other organisations.

All the suggestions made to the Committee and the various explanations given by the representatives of the Director-General had been most useful, and it was desirable that the Committee should make the best use of the information put at its disposal and of the experience of other organisations. Thus there might be advantage in the Committee on Operational Programmes following the example of the Economic and Social Council, which had set up a co-ordination committee to avoid overlapping.

Mr. Collison agreed that the training of workers was vitally important, but thought that unless effort was also devoted to the training of management the prospects of increasing production and productivity in the developing countries would be jeopardised. The views of the U.S.S.R. Government representative were based on two misconceptions. In the first place, he wrongly assumed that managers came from a particular class; this was no longer true in the countries with a free or mixed economy, and in the majority of cases managers nowadays were trained from the ranks of the workers. Secondly, it was incorrect to consider modern industry as consisting of two classes, employers and workers. Both sides recognised each other as being equally important, but with different functions. In countries such as the developing countries, where production and productivity had to be rapidly increased, the workpeople had to be trained in the use of new techniques and machines, but it was also equally important to train the people who were to act as managers in the proper function of management so as to enable them to administer the undertaking and organise productivity without waste and with the maximum efficiency.

Mr. Ladhari said that, while the technical assistance provided by the I.L.O. and other international organisations was praiseworthy and substantial, it was very far from meeting the needs of the developing countries. Such countries, and particularly those which had recently achieved independence, had economic and social difficulties such as the heritage of an economic organisation which had depended upon another country; a rapidly expanding population combined with already low living standards which might become even lower; and considerable underemployment or unemployment. It was urgent to bring about a certain balance between the developed countries and the rest of the world, and hence to provide substantially more assistance to the developing countries, particularly those in Africa. It had been suggested that one of the problems of the developing countries could be reduced by family planning, but, apart from objections of conscience, the necessary education was difficult to carry out. Thus there seemed no realistic alternative to economic and technical assistance to reduce the imbalance between living standards. This assistance should be directed to major needs such as vocational training for industrialisation, so multiplying employment opportunities; the expansion of agriculture and training of technicians for agricultural market production; and the organisation in developing countries to avoid either fragmentation or over-concentration of ownership together with the development of co-operatives.

Mr. Rifaat supported the remarks made by Mr. Collison in reply to those of the U.S.S.R. Government representative concerning management development. At the First African Regional Conference there had been unanimous agreement that, particularly in the developing countries of Africa, management development was destined to play a most important role in economic development, and he was very happy to note that the Workers' group was alive to the importance of this problem. Given the unanimity in the two groups on the equally vital importance of both vocational training and management development, he hoped that I.L.O. assistance, to which African employers attached great importance, would soon be forthcoming in a practical manner.

Mr. Ionasco considered that the I.L.O. should expand its technical assistance to the developing countries, particularly the newly independent African countries. This technical assistance should primarily
be concentrated on the training of national skilled workers and middle-level key personnel. With regard to management development he did not wish his position to be misinterpreted; he was not against the training of managers, but thought that a proper balance should be maintained and pointed out that while, in the countries concerned, the workers completely lacked the necessary financial resources to acquire skills on their own account, this was not true of managerial personnel. He therefore supported the remarks of the U.S.S.R. Government representative and did not consider that the form of words contained in paragraph 6 of the report respected the balance which was desirable in I.L.O. technical assistance, which should be provided in direct co-ordination with the economic and social development plans of the countries concerned.

He supported the remarks of the Venezuelan Government representative concerning agrarian reform as essential that the Committee should be provided with ample information, and he welcomed the Government representative concerning agrarian reform as desirable in I.L.O. technical assistance, remarks of the U.S.S.R. Government representative while, in the countries concerned, the workers should take account of all kinds of experience.

Mr. Haythorne welcomed the way in which the work of the Committee on Operational Programmes was developing. In the long term, he considered that the essential function of the Committee was to review I.L.O. technical assistance activities and to submit advice to the Governing Body on their quality, the direction they should take and the adequacy of the resources available. To perform this task it was essential that the Committee should be provided with ample information, and he welcomed the Office’s response to the requests which had so far been made. That information should also cover the work of other organisations because of the need for co-ordination. Another need was for research to provide I.L.O. programmes with a solid basis; in this connection work needed to be done on the question of the training of government personnel as well as workers and management.

In connection with I.L.O. regular budget operational activities the report did not adequately reflect the view expressed in the Committee that the criteria for acceptance of requests for assistance under the regular budget needed to be carefully scrutinised and, if necessary, restated. In the Committee the representation of the Director-General had said that it would be feasible to give further consideration to this matter with a view to fuller discussion of these criteria, perhaps at the 1962 autumn session. The Canadian Government believed that technical assistance should be financed as far as possible through the Expanded Programme of Technical Assistance and the United Nations Special Fund, and while he did not object to some assistance being provided through the regular budget, paragraph 19 of the report failed to reflect the fact that support for an increase in the regular budget was not universal in the Committee.

Mr. Nasr expressed satisfaction with the report of the Committee and trusted that, as far as practicable, the views expressed in the Committee would be taken into account in the planning and development of I.L.O. technical assistance programmes. The documentation provided for the Committee’s discussions had been excellent, and he hoped that in future the Office would inform the Committee of the results of its work and take the views expressed into account.

His remarks concerning the need for giving a scientific bent to workers’ education had perhaps been misinterpreted; he had by no means meant to imply that workers’ education should concentrate on general education subjects to the exclusion of all else.

It had been said that a feudal organisation of society was typical of the developing countries; that was not always correct, since some of them possessed a free and liberal economy, and in his own country the President was an example of how a worker could become a successful employer.

Mr. Petrov said that much remained to be done in the field covered by the Committee’s discussions. He welcomed the documentary material provided by the Office, and the summary of technical assistance activities from 1950 to 1962 would be, for instance, most useful in discussing improvements in the recruitment of experts, which was on the agenda of the Committee’s next meeting. The documentation provided on employment, however, gave a more optimistic picture than was justified by the actual situation, and he hoped that future statistics would cover a larger number of countries.

Mr. Hauck, as Chairman of the Committee, welcomed the utility of the discussion which had taken place in the Governing Body and in the Committee. The Committee had made a good start in organising its work, and the documents prepared by the Office had been excellent. In particular, the evaluation of I.L.O. operational programmes in Burma had been carried out with the sincerity and frankness which alone made it possible to appraise the results of technical assistance properly.

The Committee should have no illusions as to the limitations to which the I.L.O. was subject in its technical assistance activities; they could be undertaken only at the request of governments and had to be co-ordinated with the activities of other organisations. Within this framework, the Governing Body was surely agreed that workers’ education, a matter which had been raised by Mr. Bouladoux, must be carried out in the closest association with workers’ organisations. From his own experience of workers’ education he realised the importance of including such elements of general education as were necessary to raise the general intellectual level of the workers.

He thought that to establish a contrast between vocational training and management development was to create an artificial problem. The U.S.S.R. Government representative had stressed the need for vocational training in the developing countries as a key to economic progress, and this view would command general agreement; but surely, as the U.S.S.R., with 40 years’ experience of economic progress, must be aware, there was also a need to train managers of undertakings. Both were essential, and this was what the Committee had had in mind in framing its report.

He welcomed the remarks by which the Venezuelan Government representative had drawn attention to the vast opportunities for technical assistance created by the Punta del Este meeting. In this connection Mr. Tarre Murzi had quite rightly stressed the importance of the role of I.L.O. regional offices, and his remarks applied not only to the offices in the areas receiving assistance, but also to the national or regional offices in the countries which could provide experts and other elements of technical assistance. The organisational structure of the International Labour Office required to be adapted so as to bring it into ever closer contact with local needs and possibilities.
The Governing Body adopted the proposals in paragraphs 21, 24 and 32 of the report.

Future Work of the Committee.

Mr. Haythorne suggested that instead of having before it the proposals under item 16 of the regular budget as a separate item at its next meeting, the Committee should discuss as a combined item the over-all evaluation of the various technical assistance programmes of the I.L.O. in 1961 and of proposed future programmes. This addition to the agenda item suggested by the Committee in paragraph 37(a) of its report would enable the Office to prepare for the Committee a summary of the proposals to be made for item 16 of the 1963 budget and of expectations under the Expanded Programme of Technical Assistance and the United Nations Special Fund. It would be desirable for the Committee on Operational Programmes to meet well before the Financial and Administrative Committee finished its work, but he did not suggest that it should make recommendations to the Financial and Administrative Committee, since this idea had caused some misgivings.

Mr. Collison said that the Workers' group was completely opposed both to the suggestion made in paragraph 38 of the Committee's report and to Mr. Haythorne's proposal. It was only at its 148th Session (March 1961) that the Governing Body had decided that the Committee should at its autumn meetings discuss 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. That discussion had been duly held and a report drawn up, which the Director-General was requested to take into account in preparing his budget proposals. The arrangement should be given a fair trial, and therefore Mr. Haythorne's proposal was premature. Moreover, the Workers' group thought that it would be quite improper for the Director-General's budget proposals to be considered in two separate committees. This might have the result either of bringing pressure on the Financial and Administrative Committee in favour of proposals which might involve heavy increased expenditure, or, on the contrary, of prejudicing the chances of adoption of proposals in the Financial and Administrative Committee because the Committee on Operational Programmes had expressed an unfavourable view.

Mr. Ghayour said that at its recent meeting the Committee had made only general suggestions of principle. It was important that it should have the Director-General's detailed proposals before it so that before the Financial and Administrative Committee considered them from a financial point of view the Committee on Operational Programmes could discuss their technical content.

Mr. Hauck thought that it would be wise for the Governing Body not to try to take a decision on the question put to it in paragraph 38 of the Committee's report, but that at the 151st Session, and as an experiment, members of the Committee who wished to do so might express views on the 1963 budget proposals in connection with the discussion of the over-all evaluation of the various technical assistance programmes of the I.L.O. in 1961. As a result of experimenting with this arrangement, the Committee might perhaps be able to arrive at a firmer recommendation to the Governing Body as to the procedure to be followed in future years.

Mr. Haythorne said that he would not press his proposal if it could be understood that the arrangements would remain flexible and that the procedure he had suggested could be recommended for the future if it were to be considered desirable. He hoped that, when the proposals for item 16 of the budget were made, such information as was then available with regard to expectations under the Special Fund and E.P.T.A. would also be supplied.

Mr. Collison accepted Mr. Hauck's proposal. He stressed, however, that in his view it was impossible for the Committee on Operational Programmes to discuss the technical details of item 16 of the budget at the budget session of the Governing Body without being influenced by financial considerations.

Mr. Ghayour said that this was inevitable, since proposed activities must always have financial implications. He too accepted Mr. Hauck's proposal.

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

It was understood that at the 151st Session, and as an experiment, members of the Committee who wished to do so might express views on the 1963 budget proposals in connection with the discussion of the over-all evaluation of the various technical assistance programmes of the I.L.O. in 1961.

The sitting closed at 5.50 p.m.

Pierre WALINE.
MINUTES OF THE SEVENTH SITTING
(Friday, 24 November 1961—10.35 a.m.)

The Governing Body was composed as follows:

**Chairman:** Mr. Möri, followed by Mr. Waline.

Mr. Ago, Mr. Ahmad, Mr. Ambekar, Mr. Aoki, Mr. Bergenström, Mr. Bhavandas, Mr. Borha, Mr. Campanella, Mr. Claussen, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Erdmann, Mr. de la Fuente Locker, Mr. Ghayour, Mr. Goroshkin (replaced during part of the sitting by Mr. Pozharsky), Mr. Haythorne (replaced during part of the sitting by Mr. Mainwaring), Mr. Ionasco, Mr. Kaplansky, Mr. Ladhari, Mr. Lawyer, Mr. Lee, Lord McCrorquodale, Mr. Mishiro, Mr. Monk, Mr. Möri (replaced during part of the sitting by Mr. Bouladoux), Mr. Nettet, Mr. Pantos, Mr. Parodi, Mr. Pico, Mr. Sabrosos Montoya, Mr. Sánchez Madariaga, Mr. Slater, Father Stokman, Mr. Tarre Murzi, Mr. Tata, Mr. Umagiliya, Mr. Waline (replaced during part of the sitting by Mr. Mermillod), Mr. Yllanes Ramos.

**Absent:** Mr. Bosch (substitute for Mr. Pomès).

**SECOND ITEM ON THE AGENDA**

*Agenda of the 46th (1962) Session of the International Labour Conference (concl.)*

**Hours of Work** (concl.).

The Chairman (Mr. Möri) read out the following recommendations submitted by the working party set up to examine the procedural aspects of the proposal to place the question of hours of work on the agenda of the 46th (1962) Session of the Conference:

The working party, without prejudice to the different views of its members concerning the majority required for this purpose, recommends that the Governing Body should, by a majority of three-fifths of the votes cast, decide as an exceptional measure that the question of hours of work be placed on the agenda of the 46th Session of the International Labour Conference for a further discussion with a view to the submission of a satisfactory instrument for a final vote.

The working party recommends the Governing Body to request the Director-General to prepare and submit to the Conference a report giving a record of the discussions which have already taken place on the matter.

Mr. Kaplansky said that the Workers' group accepted this proposal.

Mr. Parodi considered the recommendation an excellent one and hoped that it would be adopted by the Governing Body.

Mr. Calderón Puig congratulated the working party and suggested that a vote on the recommendation be taken forthwith.

Mr. Rifaat said that certain Employer members would vote against the proposal, but that the majority of the group was prepared to adopt it.

By 34 votes to 4, with 1 abstention, the Governing Body adopted the working party's recommendations concerning the placing of the question of hours of work on the agenda of the 46th (1962) Session of the Conference.

Mr. Yllanes Ramos, considering the alacrity with which governments had voted for the addition of this supplementary item, expressed the hope that they would show themselves to be equally generous in the matter of the representation of employers and workers, and particularly the appointment of advisers. Stress should be laid on this point in the communication to be sent to governments.

Mr. Goroshkin welcomed the decision which had just been taken, but stressed that it was an exceptional measure. As he had already pointed out, other important questions had been left in abeyance for want of a quorum. The Director-General should be invited to think this matter over and submit his suggestions at the forthcoming session of the Governing Body.

The Chairman said that Mr. Goroshkin's request would be conveyed to the Director-General. The Ago Committee would also have an opportunity of making known its views on this question.

(Mr. Waline took the Chair.)

**SIXTEENTH ITEM ON THE AGENDA**

Report of the Committee on Industrial Committees

Mr. Claussen, Chairman and Reporter of the Committee, observed that, with the exception of a few points, all the Committee's decisions had been taken unanimously.

I. Inland Transport Committee: Effect to Be Given to the Conclusions of the Seventh Session.

The Governing Body adopted paragraph 3 of the report.

Social Consequences of Changing Methods and Techniques in Railways and Road Transport.

Mr. Collison referred to paragraph 4 of the report, in which it was stated that, since the matter was one of considerable importance, the Worker members of the Committee on Industrial Committees had reserved the right to make a statement on it in the Governing Body. He accordingly read out the following statement:

The Workers' group has noted with regret the difficulties which arose in the discussion in the Seventh Session of the Inland Transport Committee.

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1 See above, Minutes of the Third, Fourth and Fifth Sittings, pp. 22-23, 37-38 and 34-36.
on the agenda item relating to the social consequences of changing methods and techniques in railways and road transport, difficulties which led to the abstention of the Worker members in that Committee on the vote for the adoption of the conclusions.

It is not our intention to reopen the matter in the Governing Body meeting, but we do wish to place on record our feelings of great regret that questions of fundamental importance to transport workers are excluded from the conclusions finally adopted. These questions include provisions designed to protect transport workers against hardship resulting from new techniques, the granting of a fair share of the benefits resulting to the industry and higher productivity, the avoidance of dismissals and layoffs and detailed measures to safeguard the interests of workers declared redundant.

The workers' organisations have consistently demonstrated their strong belief that technological progress should be welcomed because it provides a foundation for economic progress and improved living standards. At the same time, however, we are insistent that the mitigation of such harmful consequences as may arise must not be left solely to the workers, but solutions to the problems arising must be the joint responsibility of governments, employers and workers working in full co-operation and understanding.

This International Labour Organisation is firmly based upon fundamental human principles, and it is all the more regrettable that in adopting these conclusions on the social consequences of technological change the Inland Transport Committee failed to include provision for the basic protection of the workers concerned in such change.

I understand that the Director-General has received a communication from the International Transport Workers' Federation expressing its dissatisfaction with the situation and requesting that a further opportunity will be accorded in the near future for the reconsideration of this item. I trust that the Director-General will give his sympathetic attention to that request and will at an early future session of the Governing Body inform us of the result of his consideration.

Mr. Kuntschen pointed out that the difficulty had arisen from the fact that the Committee was composed of representatives of both railway and road transport. The Employer members of the Governing Body had always urged that the Industrial Committees should not mix the subjects it dealt with.

The Chairman said that the statement by Mr. Collison would be recorded, as would Mr. Kuntschen's comments, and that the Director-General would give consideration to them.

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

Effect Given to the Conclusions Adopted by the Inland Transport Committee at Its Previous Sessions.

The Governing Body adopted the recommendations in paragraph 8 of the report.

Technical Assistance in the Field of Inland Transport.

The Governing Body adopted the recommendation in paragraph 11 of the report.

Co-ordination of Transport.

The Governing Body adopted the recommendation in paragraph 14 of the report.

Civil Liability of Transport Workers.

The Governing Body adopted the recommendation in paragraph 17 of the report.


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

Labour Inspection in Road Transport.

Mr. Erdmann drew attention to paragraph 24 and requested that the abstention of the Employers' group should be recorded.

Subject to the abstention of the Employer members, the Governing Body adopted the recommendation in paragraph 25 of the report.

Limitation of Loads Carried by One Man.

The Governing Body adopted the recommendation in paragraph 27 of the report.

Safety and Health in Dock Work.

Mr. Erdmann said that, for the reasons given in paragraph 31 of the report, the Employers' group would abstain from voting on the recommendation on this matter.

Subject to the abstention of the Employer members, the Governing Body adopted the recommendation in paragraph 30 of the report.

Composition.

The Governing Body adopted the recommendation in paragraph 34 of the report.

Vocational Training in Inland Transport in Developing Countries.

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

Agenda of the Eighth Session.

The Governing Body adopted the recommendation in paragraph 39 of the report.

II. Meetings of Industrial and Analogous Committees in 1953.

Mr. Erdmann, referring to paragraph 46, said that, while the Committee had unanimously adopted the list of meetings which it recommended for 1953, the Employers' group had accepted it subject to the reservation that the scope of the Seventh Session of the Textiles Committee should be limited to the textile industry. The agenda which the Committee proposed for the Textiles Committee was, in fact, so limited but, as indicated in paragraph 58 of the report, Mr. Faupl had reserved the right of the Worker members to reopen the question in the Governing Body. The Employers' position on the choice of meetings would depend on the decision taken on the
agenda for the Textiles Committee, and he asked that this latter point should be dealt with first.

Mr. De Bock recalled that it was only by 10 votes to 9 that the Committee had recommended an agenda dealing exclusively with the textile industry. On behalf of the Workers' group he asked that a vote should be taken on the question in the Governing Body.

Answering a query by the Chairman, Mr. Claussen, Chairman of the Committee on Industrial Committees, expressed the opinion that there had been a clear majority in the Committee in favour of an agenda dealing solely with the textile industry, and that the Governing Body should adopt the Committee's recommendations.

Mr. De Bock did not think it was sufficient to ask the Governing Body whether it wished to affirm the Committee's recommendations; it should be asked to express an opinion on a proposed amendment.

Mr. Erdmann explained that, as stated in paragraph 59 of the report, the Employers were in favour of convening an ad hoc meeting for the clothing industry in 1964. They believed, therefore, that the Organisation should concern itself with the problems of the clothing industry, but were against examining the problems of two quite separate branches of the same industry at a single session.

Mr. Möri said that there were disadvantages in splitting the Industrial Committees into several parts, since this would make it much more difficult to convene ad hoc meetings. He asked that Mr. De Bock's motion be put to the vote.

Mr. Fennema recalled Mr. Kuntschen's earlier remarks in connection with the Inland Transport Committee concerning the undesirability of dealing at one and the same time with more than one branch of an industry. Would the Director-General say whether the amendment moved by Mr. De Bock was in conformity with the terms of reference which the Governing Body had laid down for the Textiles Committee?

The Director-General replied that there was nothing in the terms of reference of the Committee that would preclude the Governing Body from taking a decision on the lines of the amendment if it thought fit.

Mr. Haythorne suggested that the wishes of the Worker members might be met by deciding that the agenda for the forthcoming session of the Textiles Committee should deal both with textiles and with clothing, on the understanding that the two questions would be discussed separately.

The Chairman pointed out that the persons appointed to attend the meeting would necessarily vary according to the items on the agenda.

Mr. Erdmann said that Mr. Haythorne's suggestion had already been examined in the Committee on Industrial Committees. Even if two entirely separate subcommittees were set up for textiles and for clothing, the fact remained that when decisions were taken by the Committee as a whole, representatives of the one industry would be voting on matters relating to the other.

By 16 votes to 17, with 6 abstentions, the Governing Body rejected the proposal of the Worker members that an item on the clothing industry should be placed on the agenda for the Seventh Session of the Textiles Committee.

The Chairman, referring to Mr. Erdmann's earlier remarks concerning paragraph 59, assumed that the Employer members were still prepared to give priority to the convening of an ad hoc meeting for the clothing industry in 1964.

Mr. Möri said that other ad hoc meetings might be more urgent; it did not therefore seem necessary to specify any particular year.

Mr. Erdmann explained that it was to meet the desire of the Workers to give a degree of priority to the clothing industry that the Employers had suggested 1964, but they would not press for a definite date.

Mr. Slater, referring to paragraph 41, asked that it should be clearly understood, before a decision was taken on the recommendation in paragraph 45, that, as the Governing Body had now taken a decision in favour of convening a preparatory technical conference on employment policy, only three of the meetings mentioned would be held in 1963.

The Governing Body adopted the recommendation in paragraph 46 of the report.

Textiles Committee (Seventh Session) : Agenda.

The Governing Body adopted the recommendation in paragraph 69 of the report.

Iron and Steel Committee (Seventh Session) : Agenda.

Mr. Tarre Murzi drew attention to paragraph 99 of the report, which indicated that the representative of the Government of Venezuela had expressed the wish in Committee that the questions of apprenticeship and training should be placed on the agenda of a session of the Iron and Steel Committee. As one of the foremost iron-exporting countries in Latin America, Venezuela, like many of the developing countries, possessed a rapidly expanding iron and steel industry. In the last three years he had accompanied some of the study missions sent by Venezuela to the major industrial countries to study the training of skilled workers and supervisors for the iron and steel industry, and he had seen for himself the difficulties involved. In Venezuela the present ambitious development plans for the Guiana area, for instance, were hampered by shortage of skilled workers which led to poor productivity. Without asking for an additional technical item on vocational training to be placed on the agenda of the Iron and Steel Committee, he proposed that a further section (d), entitled "problems of apprenticeship, vocational training and supervisory staff in the iron and steel industry in developing countries", should be added to the General Report under the first item on the agenda. Such a review of recent developments in the iron and steel industry in developing countries of Latin America, Asia and Africa, accompanied by suggestions for improving the supply of skilled workers, would be of great value to those countries.

Mr. de la Fuente Locker wholeheartedly endorsed this proposal.
Mr. Bergström shared Mr. Tarre Murzi’s opinion as to the importance of vocational training; the Employers had often suggested that items on vocational training should be considered for the agendas of forthcoming sessions of Industrial Committees. However, in view of the fact that there were usually only two delegates from each group familiar with the two technical items, care should be taken that the General Report was not worded in such a way that it would in fact amount to a third technical item on the agenda.

The Chairman suggested that, to meet Mr. Tarre Murzi’s proposal without changing the draft agenda, the Director-General might include in his review of recent events and developments in the iron and steel industry under section (c) of the General Report information on the problems of vocational training in developing countries.

Mr. Tarre Murzi said that he was fully aware of the difficulty of including a third technical item on the agenda. He was prepared to accept the Chairman’s suggestion.

It was so agreed.

The Governing Body adopted the recommendation in paragraph 76 of the report.

Technical Tripartite Meeting for the Food Products and Drink Industries: Agenda.

The Governing Body adopted the recommendation in paragraph 80 of the report.

Building, Civil Engineering and Public Works Committee (Seventh Session): Agenda.

The Governing Body adopted the recommendation in paragraph 83 of the report.

III. Tripartite Technical Meeting for the Printing and Allied Trades: Composition.

The Governing Body adopted the recommendation in paragraph 85 of the report.

Lord MacCorquodale hoped that while the experts were present in Geneva the Office would consult them on the problems of Office printing and any savings that could be made in that line.

Mr. Móri, while apologising for appearing to further the interests of his own country, expressed surprise that Switzerland was not listed among the countries to be invited to the meeting. Switzerland was renowned for its printing and was the home of the Secretariat of the International Federation of the Printing and Allied Trades; the matter was therefore of concern to all workers, and he wondered whether it would not be possible to include Switzerland in the list of participants.

In answer to a query by the Chairman, Mr. Clausen expressed the opinion that it would be undesirable to reopen a debate on the list on which the Committee had reached agreement after lengthy discussion. Perhaps some other means could be found to meet Mr. Móri’s point.

The Chairman suggested that the Governing Body might bear the point in mind when appointing its representatives for the Meeting.

Mr. Móri said that it was on behalf of printing workers in general that he had drawn attention to the omission of Switzerland from the list. He would not press his request, however.

The Governing Body adopted the recommendation in paragraph 97 of the report.

IV. Chemical Industries Committee (Sixth Session): Invitations to Non-Governmental International Organisations.

The Governing Body adopted the recommendations in paragraph 92 of the report.


Mr. Goroshkin reminded the Governing Body, first, that at the Inland Transport Committee the Employers’ representatives from the Socialist countries had not been appointed to the technical subcommittees, and secondly, that a majority of delegates at the 43rd (1959) Session of the Conference had been in favour of equality of rights for all participants in meetings. He regretted that the letter of protest he had written on the subject was not appended to the report. The proposed working party should examine the situation very thoroughly so that steps could be taken to achieve such equality of rights.

The Chairman said that it appeared from paragraphs 97 and 98 of the report that the Director-General had transmitted a letter from Mr. Goroshkin to the Committee on Industrial Committees, and that the Employer members had not opposed its submission to the working party, while reserving the right to submit a communication which would be dealt with in the same manner. He himself had asked the Director-General to indicate at some future session the circumstances in which communications received by him from members of the Governing Body could be circulated to the Governing Body.

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

VI. Other Questions.

Importance of Apprenticeship and Training in Countries in the Course of Economic Development.

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

The Governing Body adopted the report of the Committee on Industrial Committees as a whole.

WELCOME TO MEMBERS OF THE SWISS NATIONAL COUNCIL

The Chairman, on behalf of the Governing Body, cordially welcomed the members of the Committee of the Swiss National Council that was considering the report of the Federal Council on the 44th (1960) Session of the International Labour Conference, who were present at the sitting. He expressed the Governing Body’s gratitude for the generous hospitality which Geneva and Switzerland had shown to the International Labour Office for so many years.
The Director-General informed the Governing Body that he had now received from the Minister of Labour and Social Affairs of Libya the promised memorandum, which set out the observations of the Libyan Government on the case of Mr. Shita and on other matters relating to allegations of violations of freedom of association in Libya which had been submitted by the International Confederation of Free Trade Unions and referred to the Committee on Freedom of Association. In a letter dated 12 November 1961 accompanying the memorandum, the Minister announced that, in order to facilitate examination of this case, he was taking the opportunity to invite the Organisation to send two representatives to Libya with a view to acquainting themselves with all the data pertaining to the matter; these representatives would receive full co-operation from the competent services and would have placed at their disposal all the necessary information and official documents that they might require. The Director-General had the matter under consideration and was considering the steps that might best be taken.

Mr. Mori thanked the Director-General for his statement, but regretted that Mr. Shita had not been enabled to attend the Governing Body's session. He asked that the Committee on Freedom of Association was in process of investigation. With regard to the second question, the complaint referred to the Committee concerning any proposal to finance expenditure which it was proposed should be met through the Working Capital Fund. The Director-General had already stated that he was expected to be financed out of savings or transfers. He wished, particularly with reference to paragraph 32, to reiterate the reservations made by the U.S.S.R. Government member in the Committee concerning any proposal to finance expenditure through the Working Capital Fund.

The Director-General said that the proportion of additional expenditure which might be financed without calling on the Working Capital Fund was likely to be very small.

The Governing Body adopted the recommendation in paragraph 32 of the report and accordingly decided that the additional expenditure in 1961 arising from requirements of the International Labour Conference, estimated at $48,750 under item 1-A of the budget, should be financed by transfer from some other item or, if this proved impossible, by means of a withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1963.

Financing of the Additional Cost of the Measures Taken to Mitigate the Housing Difficulties of Officials in Geneva under Paragraph 40 of Annex III and Article 3.10 (d) of the Staff Regulations.

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

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

The Governing Body adopted the recommendation in paragraph 39 of the report and accordingly decided, under article 18 (3) of the Financial Regulations, to authorise the Director-General to pay as a charge against item 22.02 (Contributions to Swiss Old-Age and Invalidity Insurance Schemes) the sum of $73,312 in respect of contributions to the Swiss Old-Age Insurance Scheme for an official who was employed by the I.L.O. from 4 March 1935 to 31 May 1937 inclusive.

Notification of Exceptions to Staff Regulations Entailing Additional Expenditure.

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

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See above, Minutes of the First Sitting, p. 13.

The Governing Body adopted paragraph 70 of the report and accordingly decided to give its final approval to the budget of the International Institute for Labour Studies for the years 1961 and 1962 as approved by the Board of the Institute.


The Governing Body adopted paragraph 72 of the report and accordingly decided to approve the 1962 expenditure and income estimates for the Joint I.L.O.-I.S.S.A. Account, as set out in detail in Annex B to the report.


The Governing Body adopted the recommendation in paragraph 75 of the report and accordingly decided to approve the expenditure and income estimates for the Safety Information Centre Account for the year 1962, as set out in detail in Annex C to the report, and to give its provisional approval to the draft estimates for the year 1963.

Proposed Budget of the International Vocational Training Information and Research Centre Account for 1962.

The Governing Body adopted the recommendation in paragraph 80 of the report and accordingly decided to approve the revised expenditure and income estimates for the International Vocational Training Information and Research Centre Account for 1962 as set out in detail in Annex D to the report.

Proposal concerning Adjustment of the Rates of Subsistence Allowance Payable to Members of the Governing Body and to Members of Committees.

Mr. Bergenström drew attention to the statement in the report that this proposal was far from having unanimous support, and asked that his abstention be recorded.

Mr. Pozharsky said that the U.S.S.R. Government delegation had voted against the proposal and asked that this fact be recorded. If, as suggested in paragraph 85, the question had been postponed to the 151st Session of the Governing Body to be dealt with at the same time as other budgetary matters, it might have been possible for him to cast a different vote.

Mr. Fennema thought it regrettable that the subsistence allowance should be increased merely for the sake of conformity with the United Nations, with the result that the imbalance existing between the three groups of the Governing Body was increased still more. In his opinion there was a general tendency in international organisations, which was apparent also in the European Economic Community and in the Council of Europe, to be over-generous in this respect. He hoped that the new rates would remain unchanged for a long time.

The Governing Body adopted the recommendation in paragraph 94 of the report and accordingly decided to increase the rates of daily subsistence allowance for members of the Governing Body to $20 per day for all meetings other than in New York, and to $25 per day for meetings in New York, with effect from 1 December 1961 but including all allowances paid in connection with the 150th Session of the Governing Body.

The Governing Body adopted the recommendation in paragraph 95 of the report and accordingly decided that the additional cost resulting from the above decision, estimated at $1,794 in 1961 and $20,098 in 1962, should be financed by savings within items 1-B (Sessions of the Governing Body) and 2 (Conferences, Committees and Other Meetings) or by transfer from some other budgetary item or, if this proved impossible, by means of a supplementary credit to be found by withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of two years later.

Survey of the Most Economical and Efficient Methods of Reproducing I.L.O. Publications and Other Documents.

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

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

The Director-General said that the Australian Government had just informed him of its intention to contribute $50,000 to the Institute’s Endowment Fund. He proposed that the Governing Body should express its thanks for this generous gesture.

The Chairman expressed the thanks of the Governing Body to the Government of Australia, and also to the Governments of Japan and Sweden.

The Governing Body decided to accept the amounts of $200,000 remitted by the Government of Japan and $100,000 remitted by the Government of Sweden as voluntary and unconditional contributions to the Endowment Fund of the International Institute for Labour Studies.

The Governing Body adopted the recommendation in paragraph 109 of the report and accordingly decided to make an appeal to all member States which had not yet done so to contribute to the Endowment Fund of the International Institute for Labour Studies, and to authorise the Director-General to convey the appeal to the governments concerned as requested in paragraph 40 of the report of the Board of the Institute.

Appointment of I.L.O. Liaison Officer with the United Nations Economic Commission for Latin America.

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

PENSIONS AND STAFF QUESTIONS

Statement by a Staff Representative.

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

PENSIONS QUESTIONS

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

Report of the I.L.O. Staff Pension Committee (United Nations Joint Staff Pension Fund).
Report of the Director-General concerning the Scope of the Special Payments Fund.

Mr. Collison said that the Special Payments Fund subcommittee mentioned in paragraph 141 had met on 23 November and decided to meet again in the first week of December to continue its discussions.

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

Second Report

Finance, Budgetary and Administrative Questions

Report by the Director-General concerning the Scope of the Special Payments Fund.

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


Mr. Slater referred to suggestions he had made on this subject in the Committee. While agreeing that the main plan might well be established on the basis of the 50 per cent. increase mentioned in the report, he had also suggested that the architect be asked, for the sake of comparison, to prepare estimates corresponding to a one-third increase and a 60 per cent. increase in the staff.

Mr. Collison also drew attention to his remarks on this subject as reported in paragraphs 11 and 12.

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


The Director-General wished to clarify two points. In the first place, the supplementary credit recommended by the Financial and Administrative Committee in the light of the adjustments approved by the Fifth Committee of the United Nations General Assembly included provision for an increase of $200 in the allowance for a dependent spouse to compensate for the reduction of $200 in the amount of the post adjustment which was being incorporated in the scales. He proposed, if the Governing Body adopted the report, to include reference to that change in a footnote to the new salary tables. In the second place, as the Fifth Committee had, without opposition, recommended the General Assembly to adopt the new salary scales, it was a virtual certainty that the latter would come into force in the United Nations as from 1 January 1962. In order to avoid recruiting difficulties and simplify administration, he therefore proposed to begin offering new contracts in respect of 1962 forthwith on the basis of the new scales.

The Governing Body adopted the recommendation in paragraph 26 of the report and accordingly decided to authorise the Director-General, when final confirmation was received of the United Nations General Assembly's decision to approve introduction of the new scales of base salaries, post adjustments and pensionable remuneration proposed by the Secretary-General, to apply the corresponding scales in the I.L.O. with effect from 1 January 1962.

The Governing Body adopted the recommendation in paragraph 28 of the report and accordingly decided that the additional cost in 1962 resulting from the above decision, estimated at $569,800 as set forth in Annex A to the report, should be financed by savings within the appropriate items of the 1962 budget, or be transferred from other budgetary items, or, if this proved impossible, by means of a supplementary credit to be found by
withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of 1964.

Proposed Revision of the United Nations Staff Assessment Scheme.

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

Classification of Geneva for Purpose of Duty Station Adjustment Applicable to Staff of Professional Category and Above.

The Governing Body adopted the recommendation in paragraph 47 of the report and accordingly decided that the post classification of Geneva within the system proposed by the Salary Review Committee for duty station adjustment purposes should be class 4 with payroll effect from 1 September 1961.

The Governing Body adopted the recommendation in paragraph 48 of the report and accordingly decided that the additional cost in 1961 and 1962, estimated at $45,165 and $144,708 respectively, should be financed from savings within the appropriate items of the budget, or by transfer from some other budgetary item, or, if this proved impossible, by means of supplementary credits to be found by withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations through the budget of two years later.

The Governing Body adopted the recommendation in paragraph 50 of the report and accordingly decided that in view of the application of class 4 in 1961 and the application of the proposed new scales of salaries and post adjustments as from 1 January 1962, the post adjustment should continue as from the latter date on the basis of the corresponding class (i.e. class 1) under the new scale.

The Governing Body adopted the second report of the Financial and Administrative Committee as a whole.

The sitting closed at 1 p.m.

J. Mörl.
P. Waline.
The Governing Body was composed as follows:

**Chairman**: Mr. Waline.

Mr. Ago, Mr. Ambekar, Mr. Bergenström, Mr. Bhavandas, Mr. Borra, Mr. Bouladoux, Mr. Campanella, Mr. Collison, Mr. De Bock, Mr. Dreyer, Mr. Ermann, Mr. de la Fuente Locker, Mr. Ghalour, Mr. Goroshkin, Mr. Ionasco, Mr. Kaplansky, Mr. Korte, Mr. Kudo, Mr. Ladhari, Mr. Lawyer, Mr. Lee, Lord McCorquodale, Mr. Machado Neto, Mr. Mainwaring, Mr. Mermillod, Mr. Monk, Mr. Mori, Mr. Nettey, Mr. Pantos, Mr. Parodi (replaced during part of the sitting by Mr. Hauck), Mr. Pico, Mr. Slater, Father Stokman, Mr. Tanikawa, Mr. Tarre Murzi, Mr. Thomas, Mr. Umagilaya, Mr. Weissenberg, Mr. Yillanes Ramos.

Absent: Mr. Bosch (substitute for Mr. Pomes).

**EIGHTEENTH ITEM ON THE AGENDA**

**Composition and Agenda of Committees and of Various Meetings**

**Proposals concerning the Committee of Social Security Experts.**

Mr. Bergenström pointed out that the meetings of the Committee had hitherto consisted very largely of persons from government circles. He considered it necessary in the future, and particularly with a view to the meeting due to be held in 1962, to achieve a reasonable balance between Government members and those drawn from employers’ and workers’ circles.

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

**Tenth International Conference of Labour Statisticians.**

Mr. Bhavandas suggested adding two further items to the agenda: methods of measuring invisible under-employment, and methods of compiling index numbers of comparative costliness.

The Director-General said that, if the Governing Body were to add these two items to the agenda without deleting others, the Office would not be able to cope with the increased workload entailed by the preparations for the Conference.

Mr. Mori expressed the hope that organisations with consultative status, which were usually invited to United Nations meetings dealing with labour statistics, would be invited to this Conference.

The Director-General suggested that this matter, which was one of principle, might be referred in the first instance to the Officers of the Governing Body for consideration, following which the Governing Body could take its decision.

The Governing Body referred to its Officers for consideration and report the proposal made by Mr. Mori that organisations with consultative status should be invited to be represented by observers at the Tenth International Conference of Labour Statisticians.

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

**Reappointments**

The Governing Body adopted the proposal contained in paragraph 23 of the Office document.

**Joint Maritime Commission.**

The Governing Body took note of the change in the composition of the Joint Maritime Commission indicated in paragraph 26 of the Office document.

**Proposals concerning a Meeting of a Committee on Statistics of Hours of Work.**

The Governing Body adopted the proposals contained in paragraph 40 (a), (b), (d) and (e) and in paragraph 42 of the Office document.

**Proposed Establishment of a Panel of Consultants on Indigenous and Tribal Populations.**

Mr. de la Fuente Locker congratulated the Office, and in particular the Deputy Director-General, for the way in which the Office programme of assistance to indigenous and tribal populations was being carried out. The Government of Peru hoped not only that similar programmes would be put into effect in other regions, but that the Andean Programme itself would be intensified. He supported the proposals contained in the Office document.

Mr. Pico associated himself with the remarks made by Mr. de la Fuente Locker and also supported the proposals. He expressed particular satisfaction at the fact that the Andean Programme, an international undertaking of great human significance, which had already produced highly satisfactory results in areas where the problem of unintegrated indigenous populations was a particularly acute one, had now been extended to Chile and North-West Argentina.

Mr. Muro de Nadal shared the views of the previous speakers. He welcomed the attention which the Office was devoting to indigenous populations and, in particular, to the problem of their transition from tribal forms of life to more modern forms of social and economic organisation.

Mr. Calderón Puig referred to the fact that Mexico was the headquarters of the Inter-American Indian Institute and that it also had a National Indigenous Institute of its own, facts which illustrated the interest of the Mexican Government in these problems. He
fully supported any proposals aimed at improving the standard of living of the indigenous masses in the American continent.

Mr. Mīiri, on behalf of the Workers' group, associated himself with the congratulations addressed to the Office and supported the proposals submitted.

The Governing Body adopted the proposals contained in paragraph 52 of the Office document.

Panel of Consultants on Co-operation.

The Governing Body took note of the appointment referred to in paragraph 53 of the Office document.

Joint I.L.O.-W.H.O. Committee on Occupational Health (Fourth Session).

Mr. Bergenström pointed out that the document, which was dated 21 November, had been circulated too late to enable members of the Governing Body to obtain information concerning the persons whose appointment they were asked to approve. He urged that papers of this kind should be circulated earlier.

Mr. Mīiri said that the Workers' group was prepared to approve the proposals contained in the document.

Mr. Collison assumed that the fifth expert to be invited to the Meeting would in fact be a person having special competence in the field of agricultural occupational health.

Mr. Fennema suggested that, since the Meeting was to be held in April 1962, the appointment of the fifth expert should be approved by the Officers of the Governing Body.

The Governing Body approved the list of four experts to be invited to the Fourth Session of the Joint Committee on behalf of the I.L.O., as set out in paragraph 56 of the Office document. It authorised the Director-General to submit to the Officers of the Governing Body for their approval, the name of a fifth expert to be appointed by the I.L.O.

Nineteenth Item on the Agenda

International Institute for Labour Studies: Report of the Board on Its First Session (Geneva, 3-4 July 1961)

Mr. Goroshkin pointed out that, aside from generalities concerning the Institute's educational activities, the programme of the Institute as described in paragraphs 58 to 73 of the report did not contain any concrete indications regarding the proposed activities. As the representative of the U.S.S.R. Government had already said at the time of the creation of the Institute, the latter should not confine itself to educational work. It should carry out research and collect information on such major labour problems as hours of work, employment, discrimination in employment, social consequences of automation, and problems of developing countries having recently obtained their independence. He could not, therefore, approve the proposed programme and suggested that the matter should be postponed to the 151st Session so that the Board of the Institute, which was to meet in January, might provide the Governing Body with a clearer picture of the Institute's proposed activities.

Nor could he agree to the Board's setting up an Executive Committee which would be so small that very few of the member States would be represented on it, and which might exercise undue control over the Board.

The Director-General explained that the Board of the Institute had set up the Executive Committee as an exceptional measure, that it would reconsider the whole question of the composition of the Committee at its next session, and that the present composition of the Committee did not in any way prejudice the future. With regard to the programme of the Institute, paragraphs 58 to 73 of the report did not in fact contain an educational programme which the Governing Body could have called upon to approve. The Advisory Board of the Institute had recently examined a curriculum for 1962 which was rich in content and which met most of the points raised by Mr. Goroshkin. This programme would be examined in detail by the Executive Committee, and the Governing Body at its 151st Session would have concrete proposals before it.

Mr. Tarre Murzi considered that the work of the Institute could be of great benefit to developing countries. He hoped that the Governing Body at its 151st Session would have before it a detailed paper which would give it a clearer picture of the Institute's proposed programme. He wondered whether it would be possible to increase the number of 30 participants indicated for the first course in 1962, since many developing countries who were members of the I.L.O. and had provided financial support for the Institute would wish their nationals to participate in the courses. Finally, on behalf of all the Latin American countries represented on the Governing Body, he asked whether, despite what paragraphs 155 and 156 of the report seemed to imply, the I.L.O. could not provide the Institute, on a regular basis, with facilities for interpretation and translation in the three traditional working languages. It would be most unfortunate for such an important institute to have to rely on the students to act as interpreters.

The Director-General said that 30 participants had been considered a workable figure for an initial experiment. Further experience with methods and types of teaching would be needed before it could be increased; but it was not intended to limit all future courses to 30 participants. Besides, the Institute would gradually develop other activities such as seminars and research work. Concerning languages, it was felt, in the light of the resources available, that two languages would suffice in the initial stages, particularly as most of the participants in the first course would be English- or French-speaking. Of course, Spanish and other languages would have to be used as the Institute's activities developed.

Mr. Parodi said that the amount of $1,500 per scholarship contemplated in paragraph 77 should be revised. The amount should be calculated more stringently, so as to exclude candidates who did not intend to work seriously.

Mr. Bergenström considered that the question of languages should be considered from a practical point of view and not in terms of national or regional prestige. Experience might even show that in some cases it was preferable to have a single working language. What mattered was that the work of the
Institute should get under way; questions of detail could be dealt with later. Once the Institute had actually begun to function in a practical manner, it would more easily attract financial support. He therefore supported the remarks made by the Director-General.

Mr. Ladhari had the impression that the Board of the Institute intended to select participants in the courses from among persons with substantial knowledge of social problems so that an exchange of experience could take place. This meant that relatively few persons in the developing countries would have the necessary training in economic and social questions to benefit from the instruction given. The courses would tend to consist either of persons who had such training and could therefore supplement it further through their own efforts, or of persons who lacked sufficient training to benefit from the seminar method of teaching. To overcome the latter difficulty, it might be desirable to place each group under the supervision of a university educator or high I.L.O. official, in other words to guide the studies and present the subject-matter in such a way as to make an impact on the participants, as was done in universities. The duties of the Director of Studies contemplated in paragraph 60 might be expanded for this purpose. It might also be possible to resort to visiting lecturers.

Mr. Bouladoux pointed out, with reference to paragraph 77 of the report, that, while it was desirable that scholarships should be awarded by employers' and workers' organisations, this should not be the determining factor in selecting candidates.

Mr. Morí, stressing the need for enabling the Institute to begin its work rapidly, urged the Governing Body to adopt the proposals in paragraph 6 of the Office document. While he agreed with Mr. Parodi as to the need for ensuring that scholarships were granted to persons actually intending to work seriously, he drew attention to the fact that some of the beneficiaries would surely be workers, whose financial resources were limited.

Mr. Bhavandas asked that, in selecting candidates for the courses, the needs of the different countries should be borne in mind. He further asked that the following topics should be covered by the first course, if possible: worker participation in management; workers' education; wage policy in developing countries; machinery for settling day-to-day industrial disputes in individual countries; comparative study of legislation on industrial disputes in different countries; and legislation versus voluntary agreements on the question of industrial relations.

Mr. Goroshkin stated that, if the Governing Body was being asked to approve the proposals contained in the report as constituting a programme for the Institute, he would have to abstain.

The Chairman suggested that, in order to meet the point raised by Mr. Goroshkin, the proposal contained in paragraph 6 (b) of the Office document should be amended to read as follows: "to endorse the present programme for the Institute outlined in paragraphs 58 to 73 of the report.

The Governing Body adopted the proposals contained in paragraph 6, subparagraphs (a), (c) and (d), of the Office document, and endorsed the present programme for the Institute outlined in paragraphs 58 to 73 of the report.

The Chairman said that the exchange of views had been very useful to those members of the Governing Body who were also members of the Board of the Institute. He expressed confidence that the Director-General would take into account the views expressed and would do whatever was necessary to get the Institute under way. One of the things for which the Governing Body would always be grateful to the Director-General was the fact of his having initiated the Institute.

The Director-General thanked the Chairman and informed the Governing Body that the Government of Italy had just given notice of its intention to contribute $200,000 to the Endowment Fund of the Institute.

The Chairman thanked the Government of Italy on behalf of the Governing Body.

**TWENTIETH ITEM ON THE AGENDA**

**Report of the Director-General (concl.) 1**

II. Composition of the Organisation.

The Chairman drew attention to the entry of the Syrian Arab Republic into the Organisation; this had raised the number of member States to 101.

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

III. Composition of the Governing Body.

IV. The I.L.O. and the Encyclical "Mater et Magistra".

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

V. Progress of International Labour Legislation.

Mr. Morí asked what were the reasons for the denunciations of Conventions mentioned in paragraph 41 of the Report.

Mr. Jenks (Assistant Director-General) explained that in the three cases in question the governments concerned had for some years not been complying fully with the provisions of the Conventions, and the Committee of Experts on the Application of Conventions and Recommendations had drawn their attention to the matter. In each case the government had reached the conclusion that it was not in a position to take the action necessary for full compliance and that in these circumstances it should denounce the Convention. In two of the cases consideration was being given by the government to the possibility of ratifying another Convention on the same subject with which it hoped to be in a position to comply.

Replying to a question by Mr. Collison, the Director-General said that the Office would in future reports include a brief summary of the reasons given by governments for denouncing Conventions.

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

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1 See above, Minutes of the First Sitting, p. 13.
VI. Publications.

In reply to two questions by Mr. Mainwaring, Mr. Jenks (Assistant Director-General) said, first, that it was not anticipated that future inclusion in the “Current Information” section of the International Labour Review of material formerly published in Industry and Labour would involve any delay in its publication and, secondly, that consideration would be given to the possibility of covering technical assistance developments within the framework of the new arrangements.

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

FIRST SUPPLEMENTARY REPORT

Factual Survey Relating to Freedom of Association

The Governing Body noted with satisfaction the invitations extended by the Governments of Burma and the Federation of Malaya to the Director-General to undertake surveys of freedom of association in those countries.

SECOND SUPPLEMENTARY REPORT

Operation of the International Occupational Safety and Health Information Centre (C.I.S.) during the Period 1 October 1960 to 30 September 1961

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

THIRD SUPPLEMENTARY REPORT

Progress Report on the Working of the International Vocational Training Information and Research Centre

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

FOURTH SUPPLEMENTARY REPORT

Organisations Admitted to the Special List of Non-Governmental Organisations

Replying to a question by Mr. Bergenström, Mr. Jenks (Assistant Director-General) said that 56 organisations were at present included in the Special List.

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

FIFTH SUPPLEMENTARY REPORT

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

Mr. Mōri said that the results achieved through efforts dating back to 1926 were worthy of note. In view of the difficulty of reconciling not only the interests of performers, producers of phonograms and broadcasting organisations, but also those of authors and the public, the Worker members were particularly happy that it had been possible to arrive at an international Convention. They welcomed the protection which performing artists would henceforth enjoy against utilisation of their performances without their consent; the recognition which had been given to the principle of equitable remuneration for secondary uses; and the protection provided for performers’ rights in the case of collective performances. They expressed their appreciation to the Diplomatic Conference and to the Government of Italy, as host government, for the results achieved.

The Chairman observed that the Governing Body was unanimous in welcoming these results.

The Governing Body approved the proposals contained in paragraph 49 of the report.

SIXTH SUPPLEMENTARY REPORT (concl.)

II. Composition of the Governing Body

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

SEVENTH SUPPLEMENTARY REPORT

Co-operation with the Central Commission for Rhine Navigation: Proposals for the Revision of the Conditions of Employment of Rhine Boatmen

Mr. Thomas said that some of the participants in the proposed meeting of experts would have difficulty in attending in December and that it might not be possible to hold the meeting until January 1962.

The Chairman suggested that the Governing Body might authorise the Director-General to arrange the date of the meeting in agreement with all concerned.

It was so decided.

Subject to this reservation, the Governing Body adopted the proposal in paragraph 9 of the report.

EIGHTH SUPPLEMENTARY REPORT

Communications to the Governing Body

The Governing Body took note of the resolutions communicated to it at the request of the International Federation of Christian Trade Unions.

TWENTY-FIRST ITEM ON THE AGENDA

Programme of Meetings

The Governing Body adopted the proposals contained in paragraphs 1 to 5 of the Office document.

Mr. Mōri suggested that the 153rd Session of the Governing Body, for which the proposed dates were 22 October to 2 November, should be held from 29 October to 9 November 1962 instead.

Mr. Goroshkin said that he would prefer the dates originally proposed.

The Chairman pointed out that only a provisional decision was called for and that the matter might be reconsidered later.

1 See above, Minutes of the First Sitting, p. 13.
In reply to a question by Mr. Ambekar, the Director-General confirmed that the Board of the International Institute for Labour Studies would meet from 24 to 26 February 1962, although the meeting was not mentioned in the paper before the Governing Body.

The Governing Body took note of the programme appended to the Office document.

**Twenty-second Item on the Agenda**

Appointment of Governing Body Representatives on Various Bodies

Chemical Industries Committee (Sixth Session, Geneva, 7-18 May 1962).

On the basis of nominations submitted by the three groups, the Governing Body appointed the following delegation to represent it at the Sixth Session of the Chemical Industries Committee:

Chairman and representative of the Government group: Mr. De la Fuente Locker (Peru).

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

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

African Advisory Committee (Second Session, Tana­narive, 3-14 April 1962).

On the basis of nominations submitted by the Government group and the Employers' group, the Governing Body appointed the following delegation to represent it at the Second Session of the African Advisory Committee:

Government group: Mr. Pico (Argentina).

Employers' group: Mr. Campanella; substitute: Mr. Yllanes Ramos.

The Governing Body noted that the Workers' group would submit its nominations at the 151st Session.

Appointment of Members of Committees of the Governing Body

Working Party to Consider the Revision of the Standing Orders for Industrial Committees.

The Chairman reminded the Governing Body that, as indicated in paragraph 95 of the report of the Committee on Industrial Committees, the Workers' group had already appointed Mr. De Bock and Mr. Faupl as its representatives on the Working Party, with Mr. Mori as substitute.

On the basis of nominations submitted by the Government group and the Employers' group, the Governing Body made the following appointments to the Working Party to Consider the Revision of the Standing Orders for Industrial Committees:

Government group: Father Stokman (Netherlands), Chairman; Mr. Slater (United Kingdom); Mr. Pico (Argentina).

Employers' group: Mr. Erdmann; Mr. Fennema; substitute: Mr. Bergenström.

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

On the nomination of the Government group, the Governing Body appointed Mr. Slater to succeed Mr. Rossetti as a member of the Committee.

**Twenty-third Item on the Agenda**

Date and Place of the 151st Session of the Governing Body

Mr. Hauck and Mr. Ghayour asked that provision should be made for the holding of two meetings of the Committee on Operational Programmes, since its agenda was a particularly heavy one.

Mr. Thomas suggested that the Committee on Industrial Committees should meet in the afternoon of Thursday, 1 March 1962 and in the morning of Friday, 2 March. The Committee on Operational Programmes could then meet on Friday afternoon and in the morning of Saturday, 3 March.

Mr. Erdmann pointed out that it had been agreed that the Committee on Industrial Committees would meet at the latest possible date.

Mr. Hauck supported Mr. Thomas's suggestion.

The Director-General agreed to this suggestion, on the understanding that, should these arrangements prove unsatisfactory, they could be changed later on, having regard to the particularly heavy agenda of the 151st Session. As a consequential change, he suggested that the meeting of the Committee on Standing Orders and the Application of Conventions and Recommendations should be moved up to the morning of Thursday, 1 March.

Mr. Bergenström asked whether the Financial and Administrative Committee might not meet at 11 a.m. and 4 p.m. on Monday, 26 February, rather than at 10 a.m. and 3 p.m., since the Employers' group would require more time for internal discussions prior to the meeting of the Committee.

The Director-General accepted this proposal.

Mr. De Bock proposed that the Working Party to Consider the Revision of the Standing Orders for Industrial Committees should meet from Thursday, 15 to Wednesday, 21 February 1962.

The Governing Body approved the proposal in paragraph 1 of the Office document concerning the meeting of the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference.  

The Governing Body decided that the Working Party to Consider the Revision of the Standing Orders for Industrial Committees should meet from Thursday, 15 to Wednesday, 21 February 1962.

The Governing Body approved the arrangements proposed in the Office document for the 151st Session of the Governing Body and its Committees, subject to the following changes:

1 The Committee subsequently arranged to meet from 18 to 20 January 1962.
Monday, 26 February.

11 a.m. Financial and Administrative Committee.
4 p.m. Financial and Administrative Committee.
5 p.m. Building Subcommittee.

Thursday, 1 March.

10 a.m. Committee on Standing Orders and the Application of Conventions and Recommendations.
Financial and Administrative Committee (if necessary).
3 p.m. Committee on Industrial Committees.
Financial and Administrative Committee (if necessary).

Friday, 2 March.

10 a.m. Committee on Industrial Committees.
Financial and Administrative Committee (if necessary).
3 p.m. Committee on Operational Programmes.
Financial and Administrative Committee (if necessary).

Saturday, 3 March.

10 a.m. Committee on Operational Programmes.
Financial and Administrative Committee (if necessary).

The Governing Body approved the provisional dates of Monday, 28 May to Saturday, 2 June 1962 for its 152nd Session and took note that it had decided to postpone to the next session its approval of dates for the 153rd Session.1

CLOSE OF THE SESSION

Mr. Age, speaking for the Governing Body as a whole, thanked Mr. Waline and Mr. Møri for the manner in which they had conducted the Governing Body's work in Mr. Merani's absence.

The Chairman, speaking for himself and Mr. Møri, thanked the members of the Governing Body and expressed the hope that Mr. Merani would be able to preside over the Governing Body at its 151st Session.

The session was declared closed at 5.10 p.m.

P. WALINE.

1See above, pp. 57-58.
APPENDICES

APPENDIX I

Agenda

1. Approval of the Minutes of the 149th Session.
3. Date, place and agenda of the 47th (1963) Session of the International Labour Conference.
5. Action to be taken on the resolution concerning discrimination adopted by the International Labour Conference at its 44th Session.
12. Reports of the Financial and Administrative Committee.
17. Report of the Committee on Operational Programmes.
18. Composition and agenda of committees and of various meetings.
21. Programme of meetings.
22. Appointment of Governing Body representatives on various bodies.
23. Date and place of the 151st Session of the Governing Body.

Supplementary item on the agenda: Complaint filed by the Government of Portugal concerning the observance by Liberia of the Forced Labour Convention, 1930.
APPENDIX II

Second Item on the Agenda: Agenda of the 46th (1962) Session of the International Labour Conference

**Hours of Work**

1. At the 149th Session of the Governing Body a proposal was made that the question of hours of work should be placed on the agenda of the 46th Session of the Conference. The Governing Body decided to consider this proposal at its present session.

2. The question of hours of work was considered by the Conference in first discussion in 1960 and in second discussion in 1961. A very large measure of agreement was reached in the Conference Committee appointed to consider the question, although divergencies remained on certain points. When the proposed Recommendation concerning reduction of hours of work submitted by the Conference Committee was discussed in plenary sitting at the 45th (1961) Session, amendments were submitted on these points but were not adopted. In the subsequent final record vote on the Recommendation the voting was as follows: for, 159 (86 Government delegates, 61 Workers' delegates); against, 7 (6 Government delegates, 7 Employers' delegates, 0 Workers' delegates); abstentions, 98 (58 Government delegates, 38 Employers' delegates, 2 Workers' delegates). The Recommendation was not, however, adopted, since the number of votes cast for and against was 166, and the quorum 169.

3. In these circumstances it would appear desirable for the Conference to have a further opportunity of taking a decision on the question. It is therefore suggested that the question of hours of work should be placed once again on the Conference agenda, at the 46th Session. In view of the consultation of governments which has already been carried out and the measure of agreement already achieved, it would not appear necessary to follow the provisions of the Standing Orders relating to first and second discussion of a question, as the discussion would in fact be a third discussion. It is accordingly proposed that the Governing Body should request the Director-General to submit to the Conference in the manner in which he considers most appropriate a report which would have regard to all the factors in the situation as a basis for a satisfactory decision at the 46th Session.

4. The Governing Body is accordingly invited—

(a) to place the question of hours of work on the agenda of the 46th Session of the International Labour Conference; and

(b) to request the Director-General to prepare a report for the Conference as indicated in paragraph 3 above.


5. At its 149th Session the Governing Body decided to place on the agenda of a forthcoming session of the International Labour Conference the question of the revision of the Social Policy (Non-Metropolitan Territories) Convention, 1947 (No. 82) so as to make its ratification or continued application possible for independent developing countries, instead of limiting it to territories in dependent status, as hitherto. The desirability of such a revision had originally been stressed in a resolution adopted by the First African Regional Conference (Lagos, December 1960).¹

6. Since the adoption of this resolution the matter has assumed increasing urgency as more and more of the developing countries for which the revised instrument would primarily be of interest have been attaining independence. There would therefore seem to be every advantage in dealing with this matter without delay, at the 46th Session of the Conference. The addition of this item to the 1962 agenda and its discussion at that session would not be likely to give rise to any difficulties, for the following reasons.

7. First, the Governing Body has decided that the revision of the Convention should be carried out in such a way that its substantive obligations remain untouched but are placed directly on the authorities of developing countries. At the same time provision would be made for the Convention to remain in force in its present form and content for ratifying Members and would thus continue to be applicable to the territories of such Members which remain in dependent status. The revising instrument would, moreover, provide for the Convention to remain open to ratification, so as to permit its application to any non-metropolitan territories to which it may not yet be applicable. It will thus be noted that the proposed revision of the Convention would be along largely formal lines not requiring elaborate and lengthy consultation of governments. The matter could be dealt with in a brief explanatory report to the Conference similar to that submitted on the ninth item on the agenda of the 45th (1961) Session of the Conference, which led to the adoption of the Final Articles Revision Convention, 1961 (No. 176).

8. Secondly, the consideration of the revision of the Convention would not appear to require the establishment of a special committee by the Conference. While it is of course for each Conference session to decide, on the recommendation of the Selection Committee, how the various questions on the agenda are to be discussed, the nature of the proposed item suggests that it be referred to the Committee on the Application of Conventions and Recommendations, which also dealt with the above-mentioned ninth item on the agenda of the 45th Session. The Committee on the Application of Conventions and Recommendations is in fact well qualified to consider matters of this character, which involve improvements in the procedures governing the implementation of certain international labour standards.

9. In these circumstances the Governing Body may wish to decide, in pursuance of the preliminary decision already taken at its 149th Session, to place on the agenda of the 46th Session of the International Labour Conference (June 1962) the question of the "Revision of the Social Policy (Non-Metropolitan Territories) Convention, 1947, by the Elimination of the Provisions Which Limit Its Application to Non-Metropolitan Territories", to be dealt with by the procedure outlined in paragraphs 7 and 8 above.

FIRST SUPPLEMENTARY NOTE  

Opinion of the Chief of the Legal Division  

1. At the Third Sitting of the Governing Body, Mr. Rifaat (Employers' member, United Arab Republic) asked in the name of the Employers' group that the Chief of the Legal Division should give the Governing Body a written opinion concerning the proposal made in paragraph 3 of the document relating to the second item on the agenda that the question of hours of work should be placed on the agenda of the 46th Session of the Conference for a third discussion.

2. It appears from article 14 of the Constitution of the International Labour Organisation that it is the function of the Governing Body to settle the agenda for all meetings of the Conference. It is further provided that "The Governing Body shall make rules to ensure thorough technical preparation and adequate consultation of the Members primarily concerned, by means of a preparatory conference or otherwise, prior to the adoption of a Convention or Recommendation by the Conference".

3. The Constitution does not contain any provision laying down in detail the procedure to be followed in the examination of proposed instruments and in particular does not expressly provide for a single- or a double-discussion procedure.

4. Paragraphs 4 and 5 of article 10 of the Standing Orders of the Governing Body read as follows:

4. Unless the Governing Body has otherwise decided, a question placed on the agenda of the Conference shall be regarded as having been referred to the Conference with a view to a double discussion.

5. In cases of special urgency or where other special circumstances exist, the Governing Body may, by a majority of three-fifths of the votes cast, decide to refer a question to the Conference with a view to a single discussion.

These provisions are repeated in article 34 of the Standing Orders of the Conference. A footnote on page 45 of the Standing Orders of the Conference shows that these provisions are included in the Standing Orders of the Conference for convenience of reference but are not part of these Standing Orders.

5. It is clear from paragraph 4 cited above that the Governing Body may take a decision other than that of referring a question to the Conference with a view to a double discussion. Paragraph 5, concerning a single discussion, covers only cases in which one discussion alone takes place at the General Conference; it is thus inapplicable to the case now under consideration, in which there have already been two discussions during the last two sessions of the Conference.

6. It may be concluded from this position that the Governing Body is entitled to place the question on the agenda of the next session of the Conference for a third discussion, and the proposal to that effect in paragraph 3 of the above-mentioned document would therefore appear to be valid in law.

Francis Wolf,  
Chief of the Legal Division.

SECOND SUPPLEMENTARY NOTE  

Statement by the Observer Representing the World Federation of Trade Unions

The following statement by the observer representing the World Federation of Trade Unions is circulated with the permission of the Officers of the Governing Body.

(Translation)

The World Federation of Trade Unions supports the proposal concerning the placing of the question of reduction of hours of work on the agenda of the 46th Session of the International Labour Conference.

The workers would, indeed, find it hard to understand that a matter of such importance, on which an instrument has already been adopted by the Conference by a two-thirds majority, should not be disposed of.

For their part the workers and the trade unions consider that their position has been seriously impaired on account of the fact that their unanimous campaign concerning the form of the instrument in question (a Convention) has not been successful.
Third Item on the Agenda: Date, Place and Agenda of the 47th (1963) Session of the International Labour Conference

Date

1. Following the usual practice, under which sessions open on the first Wednesday in June, it is suggested that the 47th (1963) Session of the International Labour Conference should open on Wednesday, 5 June 1963.

Place

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

Agenda

3. The agenda of the session will necessarily include—

- Report of the Director-General.
- Financial and budgetary questions.
- Information and reports on the application of Conventions and Recommendations.

4. The following items are likely to be carried over for second discussion from the 46th (1962) Session:

- Prohibition of the sale, hire and use of inadequately guarded machinery.
- Termination of employment (dismissal and lay-off).
- At its 140th Session the Governing Body decided that at its present session it should receive law and practice reports on the following subjects:
  - hygiene in shops and offices;
  - benefits in case of employment accidents and occupational diseases;
  - the employment of young persons in underground work in mines of all kinds.

5. At its 140th Session the Governing Body had also before it a suggestion for the inclusion in the agenda of the 47th (1963) Session of the International Labour Conference of an item on practical measures for expanding employment in developing countries. In the course of the debate, the Indian Government representative (Mr. Merani) introduced a new proposal, namely that the Conference should have before it an item for general discussion relating to the imbalances in social and economic development not only between the industrially advanced and less developed countries, but also within individual countries, where there is a need to reduce significant gaps in levels of living and in conditions of work among various regions, economic sectors and occupational groups. This proposal was supported by a substantial number of Governing Body members, some of whom suggested that the Office should examine how the proposal concerning practical measures for expanding employment in developing countries might be broadened so as to cover more fully the social objectives of economic development as envisaged by Mr. Merani. The Governing Body finally decided to request the Director-General to place before it at its present session more detailed proposals as to how this matter could best be dealt with.

6. At its 140th Session the Governing Body had before it a suggestion for the inclusion in the agenda of the 47th (1963) Session of the International Labour Conference of an item on a legal instrument to deal with the employment of young persons in underground work in mines of all kinds.

7. The discussion at the 45th (1961) Session of the Conference on the item on employment problems and policies revealed very wide support for further action in the field of employment in the immediate future. In the resolution concerning employment policy, unanimously adopted by the Conference on 28 June, the Governing Body is requested "to give high priority to the placing on the agenda of an early session of the International Labour Conference, not later than 1963, of an item concerning employment policy, with a view to the adoption of an appropriate instrument . . .". The Director-General has examined the various aspects of this question and is now submitting a proposal in paragraphs 47 to 52 below to convene a preparatory technical conference during 1963 to undertake the essential preparatory work on this complex subject with a view to its consideration at the 48th Session of the International Labour Conference in 1964.

8. The Director-General has reviewed Mr. Merani's proposal as well as the views expressed thereon by members of the Governing Body at its 140th Session in the light of this development. He joins them in attaching the greatest importance to the problem of disparities in levels of living, in social conditions and in opportunities for self-advancement. In many countries the lowest-income or socially least privileged groups in the national community have lagged behind in sharing adequately the fruits of economic development. This is a fundamental issue which has rightly remained, and should always remain, in the forefront of the I.L.O.'s preoccupations. Recently the resolution concerning social policy and economic development adopted by the Seventh Conference of American States Members of the I.L.O. (Buenos Aires, 1961) drew attention to social inequalities by noting, inter alia, that "there is grave poverty among large groups of the population which is a serious threat to economic progress and political stability" and that "the existence of gross inequalities of wealth raises serious questions of social justice"; it also made a number of recommendations as to policy measures with a view to "placing economic objectives in harmony with social goals". The forthcoming Fifth Asian Regional Conference, which will meet in Australia in November 1962, will provide another opportunity for the I.L.O. to focus attention upon the need to improve the social conditions of the lowest-income groups in Asian countries.

9. The goal of reducing disparities in living levels and social standards is basic to the activities in the social and economic field of the I.L.O. and other members of the United Nations family. Last year the Governing Body (through its International Organisations Committee) had before it a report, prepared on the initiative of the Economic and Social Council, which focused attention upon this problem confronting all members of the United Nations family and assessed the programmes of international action in regard to it. The Economic and Social Council, in its Resolution 797 (XXX), decided to transmit the report to the United Nations General Assembly "in the belief that it provides a picture of what is achieved and attempted through international action and brings into sharper focus the interrelationships between the work of the different organisations". The Consolidated Report

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itself draws attention to the problem raised by Mr. Me­
equipment, contemporary architecture, universities, hos­
found. A small highly modernised sector, with up-to-date
example in the following passages:

1. Poverty. At the same time certain modern elements have

differences between countries have widened, compared with

2. In this lagging sector of the economy. A major part

3. of small industries is to be intensified, taking into account

4. benefits to the community. I.L.O. action in the field

5. entrepreneurship with attendant economic and social

6. and unemployment. The management development

7. of the technical co-operation effort is at present devoted

8. of the development and effective utilisation of human

9. in the absence of which no real solution to the problem

10. gress and the widening of individuals' opportunities,

11. in the absence of which no real solution to the problem

12. In the light of the foregoing considerations the

13. Proposals for Consideration.


15. Conditions of workers in shops and offices are a

16. and social assistance has been progressively stepped up

17. While the resources available are still

18. manifestly inadequate in comparison with the size of

19. The programme in the field of rural

20. to practical sustained programmes hold the best hope of

21. to practical sustained programmes hold the best hope of

22. making a real impact on the problem. A practical

23. social protection for specific groups or in specific fields

24. connections. Apart from the continuing action under

25. the resources available are still

26. manifestly inadequate in comparison with the size of

27. the employment


29. should fully reflect the social purpose underlying the

30. proposal would be to develop and strengthen practical

31. proposal would be to develop and strengthen practical

32. I.L.O.'s sphere which would deal effectively with the individual

33. Among these, none is more important than

34. to intensify its operational activities to strike at the

35. Operational activities have a special significance in this

36. The Governing Body will recall that provision

37. to its intrinsic

38. for a number of reasons, in addition to its intrinsic

39. the I.L.O. The discussion at the 149th Session of

40. the adoption in 1964 of an appropriate instrument

41. Proposals for Consideration.

42. Proposals for Consideration.

43. Hygiene in Shops and Offices.

44. Hygiene in Shops and Offices.

45. Proposals for Consideration.

46. Proposals for Consideration.

47. Proposals for Consideration.

48. Proposals for Consideration.

49. Proposals for Consideration.

50. Proposals for Consideration.

51. Proposals for Consideration.

52. Proposals for Consideration.
Finally, the Advisory Committee on Salaried Employees and Professional Workers at its Fifth Session (1959) adopted a resolution (No. 54) inviting the Governing Body to consider the above suggestion of the Conference at the earliest possible moment. Since that session of the Advisory Committee, further requests for speedy I.L.O. action in this field have been received from various sources, including the workers concerned. Recently, the Executive Committee of the International Federation of Christian Trade Unions of Salaried Employees, Technicians, Managerial Staff and Commercial Travellers again expressed the hope that this subject would be included in the agenda for the 1963 Conference.

19. Because in many countries legislative provisions are lacking in this respect, and because the increasing number of workers in non-industrial occupations, particularly clerical and commercial workers, are subject, to an increasing extent, to the occupational needs of workers in shops and offices.

20. The main aspects of this question which might be included in such an instrument are principles of design and construction of premises and equipment of an early session of the Conference with a view to the adoption of international standards on this subject.

21. In addition, consideration might be given so far as possible to the problems arising from mechanised or uninterrupted high-speed operation of mechanised or automatic equipment. The speed and stress which are characteristic of modern industrial conditions are specially applicable to non-industrial occupations, and clerical and commercial workers are subject, to an increasing degree, to fatigue and tension which can have serious effects on their physical and mental health.

18. Specific action by the I.L.O. as regards hygiene in shops and offices has been repeatedly requested by the parties concerned through different bodies of the Organisation. As far back as 1925, the I.L.O. Correspondence Committee on Industrial Hygiene stressed the necessity for providing for adequate protection in connection with the occupational hygiene of office employees. In 1952 the Advisory Committee on Salaried Employees and Professional Workers, at its Second Session, adopted resolutions concerning hygiene in shops and offices (No. 12), on forms of action for improving such hygiene (No. 13), and on technical information and assistance in this field (No. 15). The Committee also unanimously requested the Governing Body (resolution No. 14) to consider the foregoing resolutions with a view to the establishment of an international labour Recommendation on the subject. The Conclusions of the Committee on Non-Manual Workers at the 43rd (1959) Session of the Conference included the unanimous recommendation that the Governing Body should consider placing the subject of the Conference and of officials of I.L.O. of an early session of the Conference with a view to the adoption of international standards on this subject.

22. As already suggested at the 145th Session of the Governing Body (May 1960) in connection with the discussion of possible agenda items for the 46th (1962) Session of the Conference, the report on hygiene in shops and offices would provide the Conference with as much scientific information as possible related to the problems mentioned in paragraphs 20 and 21 above.

23. The provisions of an international instrument of this nature would outline principles which would serve to guide governments in the formulation of appropriate regulations adapted to national or local circumstances, and stimulate employers, workers and their organisations to further initiative in the application of such principles. The report and any further consideration is submitted to the Governing Body.

Benefits in Case of Employment Accidents and Occupational Diseases.

24. The problems raised by the working of the pre-war social security Conventions, including the Workmen's Compensation (Accidents) Convention, 1925 (No. 17), the Workmen's Compensation (Occupational Diseases) Convention, 1925 (No. 18), and the Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934 (No. 42), were brought to the attention of the Governing Body at its 134th Session (March 1957) by its Committee on Standing Orders and the Application of Conventions and Recommendations.

25. With the approval of the Governing Body, the Committee on Standing Orders and the Application of Conventions and Recommendations reviewed these problems at its meeting in connection with the 137th Session of the Governing Body in October 1957 and recommended to the Governing Body that it request
the Director-General to seek the views of the Committee of Social Security Experts as regards the revision of specified Conventions dealing with social security, taking into account particularly the provisions of the Social Security (Minimum Standards) Convention, 1952 (No. 102); the Conventions specified included Convention No. 17. The Committee also recommended that the views of the Committee of Social Security Experts should be sought as regards the revision of Convention No. 42 relating to matters which are also dealt with in other social security Conventions. The Governing Body approved the recommendation of the Committee and, at its 140th Session (November 1960), decided to convene a meeting of the Committee of Social Security Experts and to place on the agenda of that meeting the question of the possible revision of the Conventions referred to, including Nos. 17 and 42.

26. A meeting of selected members of the Committee of Social Security Experts was held from 26 January to 6 February 1959. The report of the meeting, which was noted by the Governing Body at its 141st Session (March 1959), stated that the Committee was aware of certain difficulties in undertaking to revise the pre-war social security Conventions but recognised overriding reasons for doing so, or for replacing these instruments. It was of the opinion that—

The pre-war social security Conventions as a whole do not correspond to the evolution that has taken place in many social security systems; the concept and practice of social security has evolved to an extent and in a manner which could not be foreseen when the Conference adopted the pre-war social security Conventions.

and that—

most of the pre-war social security Conventions contain detailed provisions, which tend to render them rigid and to constitute obstacles to wide ratification.

It also considered that the Conventions failed to fix international standards as regards the adequacy of benefits and were not sufficiently dynamic to give guidance and encouragement to developing countries. Furthermore, it noted that in the post-war period new types of benefit had been introduced and should be taken into account in new instruments.

27. The Committee of Experts recommended that the Governing Body should consider placing on the agenda of the Conference the social security of migrants and non-nationals, and the remodelling of pre-war Conventions on social security in the light of the provisions of the Social Security (Minimum Standards) Convention, 1952 (No. 102), with priority for the former in 1960. It also recommended that the Committee of Experts to be considered by the Conference by 1963.

22. It may be considered desirable to give priority to the revision of the pre-war workmen's compensation Conventions, because they were among the first international social security Conventions adopted and thus would seem to be most in need of bringing up to date. Furthermore, the fixing of a minimum standard of protection in this branch of social security, which is frequently the first or one of the first to be introduced, the I.L.O. can encourage and guide countries which are in the first stages of developing their social security programmes.

32. In his proposals for the 1962 budget, approved by the Conference at its 45th (1961) Session, the Director-General suggested as the first step towards the remodelling of the pre-war social security Conventions that the Committee of Social Security Experts be invited to study the principles of international instruments concerning—(a) benefits in case of employment accidents and occupational diseases, and (b) old-age, invalidity and survivors' pensions. The exchange of views of the experts would be extremely useful for the preparation of draft instruments to be submitted to the Conference. In 1962 the Conference would conclude its discussions on equality of treatment in social security, and it would therefore be possible for the first of the four subjects recommended by the Committee of Social Security Experts to be considered by the Conference by 1963.

33. The law and practice report deals with the main systems of employment injury protection, the range of persons protected, the risks covered and the nature and extent of the protection afforded. It shows the great progress that has been made in employment injury benefit schemes since the adoption of the Workmen's Compensation (Accidents) Convention (No. 17) in 1925. Protection in the contingencies resulting from employment injuries, usually the first type of social security protection to be provided, has been extended on a geographical basis and is now generally available in all countries and non-metropolitan territories. Furthermore, many countries have broadened the range of persons protected by increasing the number of industries, establishments and employers, often to include non-essential and non-mandatory private employment injury benefit legislation and by covering non-manual as well as manual workers. Some countries have extended protection to self-employed persons.

34. The report deals with the effects of the decisions of the Committee of Experts on the remodelling of the pre-war social security Conventions. The report is not reproduced here. At its fourth sitting the Governing Body decided to place this question on the agenda of the 47th Session of the Conference (see above, p. 28). The material contained in the report with be used in the report prepared for the discussion of the item by the Conference.

1 See Minutes of the 137th Session of the Governing Body, Appendix XI, paras. 9-11, pp. 162-163.
broaden the definition of employment injury to include accidents occurring in the course of activities related to work, such as travel between home and workplace, and a number of schemes cover accidents occurring in the course of some activities not connected with gainful work but of a nature in which the individual is exposed to undue occupational or from humane motives. In some countries recent social security legislation makes little distinction between the treatment of injuries of an occupational and of a non-occupational origin. The introduction of employment injury benefit schemes based on principles of social security legislation makes little distinction between the contingencies covered by employment injury insurance and a number of schemes cover accidents occurring in the course of activities related to work, rest periods, and holidays; and inspection services.

35. It emerges from the law and practice report that there is a need for I.L.O. action to meet the present developments. In accordance with the recommendations of the Committee of Social Security Experts it would be desirable to have special Conventions dealing with workmen’s compensation. The Workmen’s Compensation (Agriculture) Convention, 1921 (No. 12), the Workmen’s Compensation (Accidents) Convention, 1925 (No. 17), should be substantially altered to meet existing conditions. The scope of the new instrument or instruments should be not less favourable than the scope of Conventions Nos. 12 and 17, but, on the other hand, it would be better to take over the provisions of Convention No. 17, which may be considered out of date and also too detailed, because they contain technicalities of minor importance which constitute an obstacle to ratification. It is also considered advisable to provide for temporary exceptions, so that ratification would be within the possibilities of countries in the first stages of developing social security. The new provisions should be flexible so as to take account of present conditions and probable future developments. The Committee was of the opinion that the new instrument or instruments might contain optional provisions which would indicate preferences and would serve as an objective to be attained by those ratifying Members which were not at the outset in a position to comply with the higher standard. The Committee also favoured the remodelling of the Workmen’s Compensation (Occupational Diseases) Convention (No. 18), and the remodelling of the standards of compensation for occupational diseases as a part of the general instrument dealing with compensation in case of occupational risks.

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

36. Basing its view on the brief account of national laws and regulations given in the general report submitted to it, the Tripartite Technical Meeting on Mines Other than Coal Mines (Geneva, 1957) adopted a resolution (No. 4) inviting the Governing Body to consider the possibility of putting on the agenda of one of the next sessions of the International Labour Conference the question of the regulation of the employment of young persons in underground work of all kinds, with a view to the adoption of an international instrument concerning—(a) the minimum age of admission to work underground in mines of all kinds; and (b) the regulation of employment of young persons in work underground in mines of all kinds. The Governing Body, at its 138th Session (March 1958), decided to take this resolution into account in considering the questions which might be placed on the agenda of an early session of the Conference.

37. The subject was considered by the Governing Body at its 140th, 143rd and 147th Sessions (November 1958, November 1959 and November 1960) as a possible item for inclusion in the agenda of the 1960, 1961 and 1962 Sessions of the Conference, but was not adopted. At its 149th Session the Governing Body again decided that the employment of young persons in underground work in mines of all kinds should be one of the subjects on which law and practice reports should be submitted with a view to determining the agenda of the 47th (1963) Session of the Conference. The report appended to the present document is an expanded version of the original law and practice report, brought up to date to take account of intervening developments and further information which has come to light.

38. This report gives an account of the relevant national laws and regulations under the headings of age of admission to underground work; the relationship between this age and the school-leaving age; occupational safety and health, including the question of medical examination of fit for employment; compensation for work, rest periods, and holidays; and inspection services.

39. It is a commonly accepted principle that young workers in their formative years should be safeguarded against work in any occupation which, by reason of its nature or the conditions in which it is carried out, may adversely affect their normal development or expose them to undue occupational risk. As underground work in mines is no less important than Coal Mines (Geneva, 1957) adopted a resolution —

(a) providing for the employment of young persons in work underground in coal mines; and
(b) the regulation of the employment of young persons in underground work in mines of all kinds, with a view to determining the agenda of the 47th Session of the Conference.

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

41. The Conference has also adopted standards regulating admission to underground work in coal mines. The Minimum Age (Coal Mines) Recommendation, 1951 (No. 50), recently acknowledged to all the beneficiaries of the Committee of Social Security experts it would be desirable to have special Conventions dealing with workmen’s compensation. The Workmen’s Compensation (Agriculture) Convention, 1921 (No. 12), the Workmen’s Compensation (Accidents) Convention, 1925 (No. 17), should be substantially altered to meet existing conditions. The scope of the new instrument or instruments should be not less favourable than the scope of Conventions Nos. 12 and 17, but, on the other hand, it would be better to take over the provisions of Convention No. 17, which may be considered out of date and also too detailed, because they contain technicalities of minor importance which constitute an obstacle to ratification. It is also considered advisable to provide for temporary exceptions, so that ratification would be within the possibilities of countries in the first stages of developing social security. The new provisions should be flexible so as to take account of present conditions and probable future developments. The Committee was of the opinion that the new instrument or instruments might contain optional provisions which would indicate preferences and would serve as an objective to be attained by those ratifying Members which were not at the outset in a position to comply with the higher standard. The Committee also favoured the remodelling of the Workmen’s Compensation (Occupational Diseases) Convention (No. 18), and the remodelling of the standards of compensation for occupational diseases as a part of the general instrument dealing with compensation in case of occupational risks.

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position with regard to the employment of young workers in coal mining and in other forms of mining is similar in many respects. It would thus seem logical to envisage similar conditions of regulation for all kinds of mining.

44. Thus, it is suggested that the Conference should be invited to fill in the present gaps in international standards relating to underground work of young persons by adopting a new instrument or instruments establishing a uniform minimum age for admission to underground work and employment of young persons employed on such work in mines of all kinds, more particularly as regards vocational development, health, safety, hours of work, and holidays. It may also be wise to consider what additional provisions, relating for example to vocational preparation, may be necessary in countries where the prescribed minimum age for admission to employment is higher than the school-leaving age or where no school-leaving age has yet been prescribed.

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

46. With regard to young workers generally, it is recalled that a Meeting of Consultants on the Problems of Young Workers is to be held in October-November 1961. This meeting will consider the existing standards concerning the conditions of work of young people and the extent to which they might be supplemented or revised. The conclusions of that meeting could be taken into consideration, in so far as they are relevant, in the preparation of any report on the subject now proposed as an item for the agenda of the 47th (1963) Session of the Conference.

Employment Policy.

47. At its 149th Session the Governing Body gave preliminary consideration to the question of practical measures for expanding employment in developing countries. The Governing Body decided that at its 150th Session it should receive more detailed proposals on the subject, on the understanding that in the preparation of these proposals account would be taken of the discussed of employment problems and policies at the 45th (1961) Session of the International Labour Conference. Such proposals are presented in the following paragraphs and in an annex.

48. It will be recalled that on the recommendation of its Committee on Employment the Conference at its 45th Session adopted unanioulsly a resolution concerning employment policy, in which the Governing Body is requested, inter alia, to give high priority to the placing on the agenda of an early session of the International Labour Conference, not later than 1963, of an item concerning employment policy. If the suggestion of convening a preparatory technical conference in 1963 to discuss the question of employment policy is adopted by the Conference in the resolution cited above, the objective of the Conference's discussion of such an item would be an instrument that was not confined to practical measures for expanding employment in developing countries but would deal with employment policy as a whole and would be applicable to industrially advanced as well as to developing countries. This is, of course, a subject of much broader scope and would involve a correspondingly greater amount of detailed technical preparation. Moreover, the technical problems involved in preparing an instrument dealing with such a comprehensive and complex item are such that it may be questioned whether a Conference discussion under the normal double-discussion procedure would be the most effective way of handling them.

50. It is clear, therefore, that the somewhat narrowly defined item originally proposed by the Director-General for the 1963 agenda would need to be very considerably modified and the provisions expressed by the Conference itself and in the conclusions of the Committee. These objectives, the action recommended in the resolution, and the conclusions of the Committee all relate to employment problems in industrially advanced as well as in developing countries.

50. It is clear, therefore, that the somewhat narrowly defined item originally proposed by the Director-General for the 1963 agenda would need to be very considerably modified and the provisions expressed by the Conference itself and in the conclusions of the Committee. These objectives, the action recommended in the resolution, and the conclusions of the Committee all relate to employment problems in industrially advanced as well as in developing countries. This is, of course, a subject of much broader scope and would involve a correspondingly greater amount of detailed technical preparation. Moreover, the technical problems involved in preparing an instrument dealing with such a comprehensive and complex item are such that it may be questioned whether a Conference discussion under the normal double-discussion procedure would be the most effective way of handling them.

51. After reviewing all the factors involved, the Director-General has come to the conclusion that a preparatory technical conference would provide a more satisfactory method of dealing initially with the subject than a first discussion in such a Conference. Under article 10, paragraph 3, of its Standing Orders the Governing Body, when considering the desirability of placing a question on the agenda of the International Labour Conference, may decide to convene such a preparatory technical conference if there are special circumstances which make this desirable. It will be recalled that under article 38, paragraph 4, of the Standing Orders of the International Labour Conference, when a question has been considered at a preparatory technical conference an instrument may be adopted after a single discussion in the Conference. If, therefore, a preparatory technical conference were to be held in the latter part of 1963, it would still be possible for the International Labour Conference to adopt an instrument on employment policy in 1964 even if there were no first discussion at the 1963 Session.

52. If the suggestion of convening a preparatory technical conference to be held in 1963 commended itself to the Governing Body, the Director-General would submit in due course precise proposals concerning further matters on which the Governing Body would have to take decisions, including the date, composition and terms of reference of such a conference, which it would be proposed should constitute one of the four major meetings of the International Labour Conference. A tentative indication is given of the various problems that might be referred to a preparatory conference with a view to the eventual adoption of an appropriate instrument.

53. In the light of the foregoing considerations and of the reports and proposals submitted to it, the Governing Body is invited—

(a) to determine the agenda of the 47th (1963) Session of the International Labour Conference;

(b) to decide whether it wishes to convene a preparatory technical conference in 1963 to discuss the question of employment policy with a view to the adoption of an appropriate instrument and, if so it decides, to

\[1\] See below, pp. 69-78.

authorise the Director-General to make further proposals in this connection in due course, including proposals as to the date, composition and terms of reference of such a conference.

ANNEX

Proposals for a Preparatory Technical Conference on Employment Policy

INTRODUCTION

1. It has been proposed in paragraphs 51 to 53 of the above document, to which the present paper is an annex, that a conference be convened in 1963 for the purpose of preparing a draft instrument on employment policy to be examined and possibly adopted at the 1964 session of the International Labour Conference. This is in keeping with the desire of the Conference for the adoption of an appropriate instrument on employment policy as soon as possible. The purpose of this paper is to make certain suggestions regarding subjects that might usefully be discussed at a preparatory technical conference on employment policy with a view to the adoption by the Conference of such an instrument.

International labour standards already established by the International Labour Conference in the sphere of employment policy cover the following areas of action:

(a) free public employment service and progressive abolition or regulation of fee-charging agencies;
(b) other measures to improve the organisation of the employment market, including vocational guidance, occupational health and safety;
(c) public works policy and national development schemes;
(d) measures to relieve unemployment among young persons;
(e) measures relating to the social condition of the unemployed, including provisions for unemployment benefit and allowances, provisions for the promotion of income security;
(f) elimination of discrimination in respect of employment and occupation.

3. Employment policy as it is conceived today in most countries embraces a considerably broader range of action than this. Already in the years towards the close of the Second World War, governments of the industrially advanced countries recognised the broad range of economic and social policies that have to be co-ordinated in order to attain the high level of demand for goods and services at which full employment can be maintained. This new broad approach was also expressed in I.L.O. and United Nations resolutions, notably the resolution concerning action against unemployment adopted by the International Labour Conference at its 33rd (1950) Session and United Nations Economic and Social Council Resolution 290 (XI) adopted in August of the same year.

4. In more recent years certain difficulties encountered in maintaining full employment have been increasingly stressed. These include—

(a) the possibility of inflation, especially if a policy of raising the level of aggregate demand in order to promote full employment is pushed too far, as is the case when the increase in demand cannot be fully satisfied because of shortages of labour, or when such unemployment as may remain is due to a lack of balance between the demand for and supply of labour in particular places, occupations and sectors of the economy rather than to a general deficiency of demand for labour;
(b) the difficulty of adjusting the supply of labour to changes in demand in particular places, occupations and sectors of the economy. In recent years such changes, notably those occasioned by shifts in flows of trade and the rate of technical progress (especially automation), have occurred with increasing speed and on a growing scale;
(c) the difficulty of maintaining full employment in countries where a substantial number of jobs are in export industries dependent upon the state of foreign demand and upon the relative cost position of domestic and foreign producers appear to call primarily for measures to improve the organisation of the labour market, or to assist the particular sector of the economy directly affected, or both. Unemployment due to sudden shifts in foreign trade may call for international action to supplement national measures. Unemployment and underemployment due to economic backwardness and fluctuations in economic development may mean the capital and organisation needed to make good use of the available labour force. These are some of the main considerations underlying the conclusions and the resolution concerning employment policy adopted by the International Labour Conference at its 45th Session in June 1961.1 They are, it is suggested, an indication of the areas in which a step forward can be made in the setting of new international labour standards in the sphere of employment policy. They are areas in which new experience has been acquired recently and in which the experience of some countries can be of great value to others. It is believed that the convening of a preparatory technical conference concerned exclusively with employment questions will provide the best means of enabling such experience to be drawn upon for the formulation of new international labour standards.

5. The desirability of further action by the International Labour Conference to extend employment policies is perhaps the largest single contribution the I.L.O. can make not only to achieving the objectives of its own Constitution, but also to overcoming many other grave problems rooted in poverty and lack of employment, such as disease, illiteracy, crime and social and political instability.

7. In the remainder of this paper attention is drawn to some of the main problems with which, in the modern conception, employment policy has to deal and with which the proposed conference might be largely concerned. These are problems which the Director-General believes could usefully be discussed in a preparatory technical conference and in an Office report prepared for such a conference. It is true that employment policy is dependent for its effectiveness on, and must be co-ordinated with, a wide range of national and international economic and social policies, details of many of which lie outside the competence of the I.L.O. It is not suggested that these should be discussed in detail. It is an important part of the I.L.O.'s programme to insist that when decisions are being taken on questions of economic and social policy that affect employment, consideration is given to the economic consequences, and the effects of such decisions should be taken into consideration along with others.

1 See paras. 24-26 below, p. 73.

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1 In this paper the term "employment" is used in its broad sense to include not only jobs for wage earners but also work for all categories of the economically active population.

2 See paras. 52-54, 1955, Book I, "Employment and Unemployment". International labour standards relating to employment organisation during the transition from war to peace are ignored in the present context.

3 Ibid., Book VI, "Social Security", with particular reference to the relevant provisions of the Unemployment Provision Recommendations, 1934 (No. 44), and the Income Security Recommendation, 1944 (No. 67), and the Equal Rights of Men and Women in the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

4 For example, the United Kingdom White Paper on Employment Policy (1940), the Swedish Paper on Employment and Income (1945), the Australian White Paper on Full Employment in Australia (1945), the Swedish reports on post-war economic planning issued under the auspices of the Post-War Planning Commission, the New Zealand Employment Act of 1945 and the United States Employment Act of 1946.
OBJECTIVES OF EMPLOYMENT POLICY

8. The Conference, in its resolution concerning employment policy, called upon the governments of all countries—

(a) to adopt, as a major goal of social and economic policy, the objective of full, productive and freely-chosen employment, this goal, which, among other things, includes higher standards of living, being understood to mean—

(i) that there should be work for all who are available for and seeking work;

(ii) that the jobs available should be as productive as possible;

(iii) that there should be freedom of choice of employment and the fullest possible opportunity for each person to qualify for, and to use his acquired skills and natural endowments in, a job for which he is well suited, irrespective of race, sex, creed, age, or personal origin.

9. A preparatory technical conference might wish to examine carefully this definition of employment objectives, since certain questions arise in connection with each of the three elements in it. Moreover, these three elements may be of different relative importance and may have different relative priorities attached to them in different countries.

10. In 1950 the United Nations proposed in Economic and Social Council Resolution 81 (XI) that each government should announce "the standard by which it defines employment in the sense of "(a) the absence of general unemployment or underemployment, whether due to a deficiency of aggregate demand or a shortage of capital and/or land; and (b) the minimisation of regional and sectoral unemployment or underemployment," 1 a majority (but not all) of the countries with centrally planned economies state that they have completely abolished all forms of unemployment. 2

11. The objective of full employment seems most easily within the reach of industrially advanced countries, precisely because of their industrial advancement. However, these countries still have employment problems to overcome, partly because of regional and sectoral unemployment and underemployment due to changes in flows of trade, technological progress and other factors, which, as noted above (paragraph 4 (b)), is tending to become more serious. These countries have the means to combat unemployment, and they may well have to consider, as a step against regional and sectoral underemployment, spending much more on measures to improve the organisation of the labour market. The proposed conference may wish to consider, in the light of experience gained and progress made in the field of employment policy over more than a decade, what measures to this end are feasible.

12. On the other hand, it will be extremely difficult, if not impossible, for some of the less developed countries to achieve full employment in the near future. Few of them have so far set themselves specific objectives. The I.L.O. Meeting of Experts on Employment Objectives in Economic Development has stated: "in practically all the plans and programmes that have been announced, the objectives of general economic development and development of the economy and an increase of national income have figured much more prominently than the employment objective. Employment policy has been described thus far in terms of general economic development.... We believe, that all countries formulating plans and programmes for their development should on the one hand make full estimates of the availability of employment and the supply of labour and on the other, from all sources, over the period concerned; and on the other, express their targets in terms of employment to be created, as well as in terms of investment, output and income." 3

13. The stubbornness of the employment problem in developing countries has been borne out by the recent development experience of several of these countries. In India, for example, despite sustained development effort and appreciable increases in national incomes over the period of the Second Five-Year Plan (1956-60), the estimated number of jobless had risen by the end of the period to 9 million as compared with 5 million at the beginning. In the United States, Third Report on Employment, 4 it was estimated that at the end of the period, in 1966, India will have at least 12 million unemployed. (The total population is expected to increase by 54 million from 438 million at present to 492 million in 1966, and by a further 63 million and 71 million respectively in the two succeeding five-year periods.) In the Philippines, where a fairly high rate of economic growth has continued over most of the past decade, considerable unemployment and underemployment still persists. Some of the Latin American countries which have recently embarked on economic reconstruction projects have found it difficult to improve the employment situation of the working population. In Brazil, industrial growth in São Paulo and Rio de Janeiro has not brought any significant relief to acute underemployment in the north-east. Venezuela also is faced with a serious employment problem, even though the earnings of the petroleum industry have contributed to a rate of growth of national output which is the highest among Latin American countries in recent years. Had the development policies of these and other countries been adapted more closely to the achievement of employment objectives and if the appropriate institutional reforms, more employment opportunities might have been created during these periods. Even so, it is unlikely that they would have reached the goal of full employment.

14. The process of economic development will gradually make up the deficiency in complementary productive resources, but full employment may have to be regarded as a rather distant goal for many developing countries. A preparatory technical conference might wish to consider whether it would be useful and realistic to attempt to formulate shorter-term objectives regarding the number of new jobs to be created as stages along the road to full employment. It might, for example, be suggested that the first priority should be given to attaining a rate of employment creation at least equal to the number of new entrants to the labour force, so that the employment situation would not worsen as a result of population growth.

15. Second priority might be given to the provision of employment for those among the existing unemployed and underemployed suffering the worst poverty and distress. In almost every developing country there are persons in certain social, economic and geographical groups whose employment and living conditions are the worst among the population. For them the securing of a job, of a more productive job or of additional productive work is a matter of life or death. Urgent steps should be taken to employ and underemployed persons. Provided that no substantial economic obstacles existed, giving some special priority to the problem of such groups would generally be

regarded as sound social policy. It is doubtless relatively easy to provide some employment in good-will projects for these groups and their location. Indeed, in a number of developing countries similar groups appear to be affected. In the rural sector, for instance, the incidence of unemployment and underemployment is usually more than on the landless workers and on tenant farmers and sharecroppers serving on exceedingly small farms. In the urban sector there are large numbers of beggars, opium-disguised, and casual manual workers. In some countries the poverty prevails among the population in mountainous areas where resources are likely to be poor and living conditions precarious different countries cannot easily be remedied. There may be remedial measures appropriate to each group will, no doubt, differ.

16. If sufficient additional productive employment could be achieved to absorb both the increases in the labour force and the unemployed and underemployed in the most needful segments of the population, that would be a great step forward. But much more often the culprits will be, and are very often, the underlying economic conditions. These limits become wider as one moves from the 'developed' to the 'developing' countries of both hemispheres. There are clearly limits to the economic feasibility of this approach to the problem. These limits become wider as the stages of economic development are reached. An economically ' less mature' country will not find it difficult to employ some people in occupations that do not wholly cover their cost. But where the principal difficulty still lies in the range between underemployment and unemployment, there are likely to be more effective remedies. Publicly-owned undertakings will not have to operate at a financial profit, but if consumers of publicly-produced goods or services are not required to pay a tax price that covers the costs of production, the difference will have to be paid for in some other way, normally by the tax-payer.

18. But while it is perfectly possible, and may well be socially desirable, that all or part of the cost of providing certain jobs should be borne by people other than those who consume the particular goods or services provided, there are clearly limits to the economic feasibility of this kind of approach to the problem. These limits become wider as the stages of economic development are reached. An economically 'less mature' country will not find it difficult to employ some people in occupations that do not wholly cover their cost. But where the principal difficulty still lies in the range between underemployment and unemployment, there are likely to be more effective remedies. Publicly-owned undertakings will not have to operate at a financial profit, but if consumers of publicly-produced goods or services are not required to pay a price that covers the costs of production, the difference will have to be paid for in some other way, normally by the tax-payer.

19. The Declaration of Philadelphia, the Universal Declaration of Human Rights and the Abolition of Forced Labour Convention, 1957 (No. 105), all state or imply that freedom of choice of employment is an absolute right, and that therefore attempts should not be made to solve employment problems by methods that contravene this right. In particular, freedom of choice of employment is a basic human right which is not limited to the right to work, but includes the right to a job for such people as well as for wage earners. Employment policy therefore has to include within its scope the promotion of fuller and more productive occupation for such people as well as for wage earners.

20. Apart from these observations concerning the three elements in the employment objective defined in the Conference resolution concerning employment policy, it is important to stress that it has to be considered as an objective of international as well as national action. By no means can all interferences and obstacles to employment be removed in achieving the objective without international co-operation. This reservation applies particularly to two major groups: (a) developing countries that cannot, for the best of their governments, achieve an adequate rate of economic development without external assistance; (b) countries for whom international trade makes up a significant proportion of the total demand for their goods and services, and especially countries heavily dependent upon the export of one or a few commodities, and countries having major industries that are vulnerable to sudden disruptive competition from abroad. A preparatory technical conference would, therefore, no doubt wish to discuss the international as well as national action which is necessary in order to achieve full, freely-chosen and productive employment.

General Principles and Measures of Policy

21. In employment policy, where the range of action required is not only broad but has to be intimately associated with the nature and situation of the economy of each country, there will appear at first sight exceedingly difficult to make recommendations concerning general principles and measures of policy that could have world-wide applicability. The major or the particular world employment problems should be mentioned. For millions of people employment does not mean a job for a wage, but working for a livelihood, sharing in the work and the income of the family (on a small patch of land in a small enterprise) or of a tribe, or working as a tenant on somebody else's land. To call such people "self-employed", because no employer can be identified, may give an exaggerated impression of their control over their own destiny. Certainly they do not all have as much work to do as would be necessary for them to earn a reasonable subsistence. Employment policy, in the wide sense of its scope the promotion of fuller and more productive occupation for such people as well as for wage earners.

22. Some employment problems are, if not confined to, at least characteristic of, particular types of economies or economies in particular stages of development. Thus, there are employment problems which are characteristic of the less developed economies, though similar problems may present themselves in lagging regions of highly developed economies. On the other hand, employment problems associated with unemployment are likely to be encountered mainly in industrially advanced economies. Employment problems arising from structural change, though they arise in all countries, present themselves very clearly in the less developed countries that are newly developed and in newly developing countries. In the former, the chief requirements may be measures to promote the mobility and resourcefulness of manpower and the supply of and demand for labour. In the latter, the chief requirements may be measures to promote the mobility and resourcefulness of manpower and the supply of and demand for labour.

23. The problems mentioned in the last paragraph are discussed further in paragraphs 39 to 80 below. It is, however, possible to distinguish, and convenient to discuss first, certain questions calling for principles of action of very wide applicability. For example, it seems necessary everywhere to integrate employment policy into economic and social policy as a whole; education, training and need to be co-ordinated with expected employment opportunities; effective demand needs to be maintained at an appropriate level; measures to combat underemployment; the measures to cope with regional and sectoral unemployment; and there is usually scope for improving the organisation of the employment market. The more successful the measures taken to combat unemployment and underemployment, the fewer people will depend on social measures to secure the situation to the unemployed and underemployed. Such measures, adapted to the degree of underdevelopment of the different countries, are, however, a necessary complement to measures to provide more employment.
Integration of Economic and Employment Policy

24. As noted above, employment policy is dependent for its success on its being integrated with, a wide range of national and international economic and social policies.

25. It is therefore desirable for governments to make arrangements for careful examination of the contribution which employment made to the objectives of employment policy by all major decisions in the sphere of economic policy, planning and programming (including programming for economic development), and for full consideration of the effects that the decisions on the demand for manpower.

As an illustration, some of the most important areas of national and international action in which decisions are taken having major implications for employment may be listed as follows.1

International Action.

26. Attention was drawn in the Conference resolution to the contributions that may be made to the attainment of employment objectives by the following international measures:

(a) action to avoid undue price fluctuations in primary commodity markets;
(b) promotion and encouragement of international investment, including private investment, under conditions and a code of practices which protect the interests and independence of investors, borrowers and the national and of their countries;
(c) international grants-in-aid and low-interest loans to assist in building up the economic and social infrastructure in developing countries;
(d) international commercial policy and special international investment funds or social funds designed to ease the transition of workers under satisfactory social conditions from one industry or sector to another as required by shifts in the currents of international trade (including those arising from economic integration schemes) and by technological change. The funds would include among their objects the financing of retraining schemes and other expenses involved in bringing workers from one occupation or locality to another;
(e) arrangements for the international exchange of information regarding investment forecasts and intentions, particularly in view of the substantial increase in industrial capacity that is expected to be installed in the years ahead.

National Action.

27. Employment considerations appear now to play an important part in the formulation of economic policy in industrially advanced countries, and are in particular given attention in many of these countries in conjunction with periodic economic situtations, the economic plan or the national budget. For example, in France, employment policy objectives are considered in conjunction with the periodic economic situation in the formulation and implementation of the successive four-year modernisation and equipment plans which provide a general framework for the orientation of policies.2 The President of the United States has the responsibility, under the Employment Act of 1946, of transmitting to Congress economic reports (as was done in January 1961 and at mid-year) analysing the economic situation and making recommendations for necessary legislation, and Congress is committed to take the legislative action that it deems necessary for promoting "maximum employment, production, and purchasing power" in the light of current and foreseeable manpower needs.3

28. Among measures of national economic and social policy having effects on employment which should be considered along with their other effects in countries at all levels of development, mention may be made of measures of fiscal policy affecting, for example, the rate of investment, the cost of labour or the level of consumers' incomes or expenditure; measures affecting interest rates and the availability of credit; measures affecting international trade and inter-industry relations, goods, crops, and prices; and changes in the level of prices in general and the prices of particular goods, including primary commodities; measures affecting fundamental social institutions, such as methods of land tenure and educational and training facilities.

Development of Human Resources and Co-ordination of Education and Training with its Expected Employment Opportunities

29. The Conference laid much stress on the investment needed to develop human resources and potentialities. It was considered that the main justification for spending money on educational and health services is simply that, economic considerations aside, it is better that people should be educated and healthy. Educated and healthy people are fit for a wider range of employment and are more productive.

30. It is essential, in order to achieve economic growth at a high level of employment, to have a labour force equipped with a broad range of skills, including those at the highest levels. Lack of skill is an obstacle to economic development, it is often said; generally; better and faster growth may be attained in the sense that machines may come to be used for operations that could have been performed by human labour had the necessary skills (including supervisory ability) been available. The resolution recommended that governments "give high priority to measures, particularly training and retraining facilities, to overcome labour shortages, especially of skilled, technical and professional manpower".

31. However, while it seems fundamentally sound to assume that any feasible increases in expenditure on productive education and training can hardly be excessive from the point of view of both economic and employment policy, there will be a need to strike a balance between this and other calls upon a country's resources. This should be done in the light of current and foreseeable manpower requirements arising under expected trends in the economic situation as far ahead as one can look. The long periods of preparation and training for the more highly-skilled occupations, added to the time needed to develop the education and training facilities required, make economic projections for the future highly uncertain. Moreover, many of the skills needed are, of course, both difficult and unreliable. Nevertheless, it seems better to make a rough estimate than none, and to co-ordinate policies on the basis of it.

32. Education and training play a vital role in employment policy in developing countries. A basic role of education has been described as that of changing attitudes. Where scientific methods and reasoning are suspect and feared because they seem supernatural, where growing food for a market is strongly disapproved of, and where there may be many other taboos, nothing much can be done to modernise production until education has transformed some of the most firmly-established customs and beliefs.

At a different cultural stage, some training or retraining is generally needed for underemployed agricultural or handicraft workers to take up industrial jobs, and for young persons who are unemployed to work either in developmental projects.

33. Even more serious is the shortage of facilities for training high-level technical and professional personnel (e.g. government administrators, engineers, managers, etc.) which, by retarding the pace of development, limits severely the productive and collective potentialities of workers and the economies of the developed countries. In other countries there are bottlenecks at different skill levels which can be most serious at different times. In Nigeria, for example, the shortage of skilled manpower below the highest level appears recently to have caused even more concern than shortages at the top. In view of the general inadequacy of education and training facilities and the limited funds available upon to augment them, it is important to know the sequence in which the requirements for different levels and kinds of skills will make themselves felt, and in what proportions at each stage, and to provide the facilities most urgently needed.
34. This is a general principle of employment policy which will be discussed in paragraphs 74 to 76 in connection with the particular type of unemployment to which failure to maintain adequate effective demand may give rise.

35. Structural changes, and the need for adjusting production and employment to them, have characterized every dynamic economy, and the more rapid the growth of an economy, the more changes it is likely to have to absorb. Some structural changes (for example the closing down of a mine because it is no longer profitable from it) are bad for a community as a whole. More often than not, however, structural change (made possible, for example, by technical developments) provides the necessary resources for new jobs or cheaper goods from abroad) is good for a community as a whole but may injure particular groups of employers and workers, on whom falls the burden of dislocation and adjustment, sometimes involving loss of jobs. The desirability of action to promote and facilitate adaptation to structural change, spreading the costs as well as the benefits widely over the community by means of measures to compensate or assist those who would otherwise lose out, is another general principle of employment policy which will be further discussed below in connection with a particular type of unemployment.

Organisation of the Employment Market

36. Efforts to improve the organization of the employment market so as to help workers to find, and if necessary fit themselves for, jobs that are available, are among the most important steps that can be taken to combat regional or sectoral unemployment. A number of speakers at the Conference laid much stress on this. The subject is covered in the Employment Service Convention (No. 88) and Recommendation (No. 83), both adopted by the Conference in 1948. The preparatory technical conference might wish to consider whether ideas and experience developed more recently would make it appropriate to add in any way to the provisions contained in those instruments.

Measures to Meet the Social Needs of the Unemployed and Underemployed

37. Full, productive and freely chosen employment cannot be attained immediately in all countries. There will remain for some considerable time to come, particularly in less developed countries, millions of people—unemployed, underemployed, and those engaged in traditional sectors or backwater occupations at low levels of productivity—whose abiding wish is an insurable and continuing livelihood which they must help in meeting basic needs for food, clothing, housing, medical care, education and training which they cannot satisfy by their own efforts. The Conference has already set major standards in this field by the Unemployment Provision Convention (No. 44) and Recommendation (No. 44) of 1934, the Income Security Recommendation, 1944 (No. 67), and the Social Security (Minimum Standards) Convention, 1952 (No. 102). In view of the number of countries, including less developed countries, that have become member States since their adoption, it is perhaps important to note that the Conference might wish to consider whether ideas and experience developed more recently would make it appropriate to add in any way to the provisions contained in those instruments. 1

38. There are various types of unemployment, notably unemployment due to a deficiency of effective demand; and regional and sectoral unemployment due to lasting changes in demand in particular places, occupations and sectors of the economy. Some discussion of the latter type of unemployment is lost by having to let expensive machines stand idle owing to the lack or slowness of economic development. After some discussion of objectives and general principles of employment policy a preparatory technical conference might give special attention to these two types of unemployment. It is realised that experience in dealing with these different types of unemployment is extremely unequal and that, especially in regard to unemployment associated with underdevelopment, there may not be a sufficient basis for formulating firm recommendations in an I.L.O. instrument going much beyond the general principles and measures outlined above and entering into questions of detailed action such as are discussed below. It is hoped that the conference could make out for expanding labour market policies to such an extent that the optimistic assumption that the basic solution to the problem of unemployment lies in accelerating economic development. More rapid development, it is pointed out, means larger increases in national output. Higher production may provide more employment, and the national output is larger a greater proportion can be diverted to capital formation, thereby further accelerating the growth of employment and output in the future. The importance of increased capital formation is all the greater when account is taken of the violent impact of the "population explosion" on the employment situation. In a statement to the Economic and Social Council of the United Nations in April 1961, the President of the World Bank for Reconstruction and Development has stated: "For every four persons on earth in 1950, there are today five. For every five today, in 40 years there will probably be ten. . . . I find myself increasingly doubtful whether domestic savings and foreign aid together will be sufficient to allow real progress, if present rates of population growth continue for the next 40 years. Mobility will become a problem as increasing numbers nullify all our efforts to raise living standards in many of the poorer countries. We are coming to a situation in which the optimistic will be the man who thinks that present living standards can be maintained. The pessimist will not look even for that. Unless population growth can be restrained, we may have to abandon for this generation our hopes of economic progress in the crowded lands of

1 For example, it has been suggested that "a strong case can be made out for expanding labour market policies to such an extent that the community would take over substantial parts—often most—of the costs for relocation, retraining and other measures for adaptation, which have hitherto been the individual's own burden". Vacancies are concentrated in the most progressive sectors and in the most expensive machine industries. Each sector is losing by having to let expensive machines stand idle owing to the shortage of suitable manpower might be saved by helping and directing the unemployed to jobs in expanding sectors. A more dynamic employment market policy along these lines may soften the impact on employment of changes in international trade. The development of national mobility would mean maintaining full employment without inflation. ("The Case for Expansion of Labour Market Policy as an Instrument of Economic Progress", by G. Rehn, a paper prepared for the meeting of Senior Economic Advisors convened by the United Nations Economic Commission for Europe, March 1961).
Asia and the Middle East. Only if the ratio between numbers required to educate and equip the labour force and the numbers joining the labour force is not disastrously increased by the "population explosion" can economic development and full employment be achieved.

41. Even so, other problems will remain. An important one is the problem of finding production techniques suited both to the requirements of speedy economic development and to the availability of cheap labour. In some countries there are large surpluses of unemployed or underemployed agricultural labour located far from the factories. In addition, there is a vast and expanding pool of cheap labour in the major cities. The number of persons entering the labour market each year greatly exceeds any conceivable requirement over the next few decades for new workers in the expanding industrial sector. Yet, despite the existence of abundant and cheap labour, the large factories continue to introduce new labour-saving machinery and processes wherever possible. If this trend continues in the future, it is likely that industrial employment may be doubled in five years with little, if any, corresponding increase in factory employment. Indeed, examples can readily be found of "rationalisation" schemes that have led simultaneously to increased production and reduced total employment. For these reasons a high rate of development, though essential, will often have to be itself sufficient to create enough new employment quickly.

42. The approach to the employment problem of the less developed countries would, in these circumstances, call for two broad lines of action: namely, (a) acceleration of the rate of economic development, and (b) fuller utilisation of the available manpower in economic development. These two lines of action need to be co-ordinated in certain cases attempts to make fuller use of manpower may, in effect, retard the rate of development. For instance the indiscriminate promotion of chemical industries, which may be labour-saving and in some countries also more capital per unit of product, or allowing too high a proportion of scarce capital to projects for immediate employment creation at the expense of basic development, may well have to be accompanied by further measures to promote rural employment special care should be taken to ensure that such measures at the same time help to accelerate economic development. It should be noted that the role of private (as well as public) capital includes not only investment in the expansion of production facilities, but also many other forms of economic and social investment that contribute directly and indirectly to the expansion of employment. For example, in a number of particularly underdeveloped regions private companies have helped to improve the transport facilities in the region of their mining or other production activities and along the lines of communication they have developed for the transport of their products and supplies.

43. The pace of economic development is governed by complex factors, many of which are deeply rooted in the social structure of the country concerned. Space does not permit discussion of these factors in this paper. Suffice it to say that the most important are the structure of entrepreneurs and the shortage of capital. Policies to increase the supply of public and private entrepreneurs and of capital are among the most important elements of policies to promote economic development. It should be noted that the role of private (as well as public) capital includes not only investment in the expansion of production facilities, but also many other forms of economic and social investment that contribute directly and indirectly to the expansion of employment. For example, in a number of particularly underdeveloped regions private companies have helped to improve the transport facilities in the region of their mining or other production activities and along the lines of communication they have developed for the transport of their products and supplies.

44. Attention must be confined to policies to promote employment in the process of development. The essence of such policies is to avoid all possible risks of choosing "techniques of production and the composition of output in such a way as to employ more labour without compromising the rate of economic growth. This poses a problem in developing countries which have not been thoroughly explored. Some countries are beginning to evolve practical measures to implement this line of policy, but so far there is relatively little experience that can be drawn upon.

45. In the proposal for a Conference agenda item on practical measures for expanding employment opportunities submitted to the last session of the Governing Body it was therefore suggested that the Office make special efforts to collect and analyse information on what the less developed countries have done or tried to do with a view to expanding employment. If the Governing Body accepts the proposal to convene a preparatory technical conference on employment policies the Director-General proposes to collect such information for submission to that conference.

46. Such information might help the Conference in determining to what extent further specific conclusions may be drawn regarding appropriate policies for mitigating the employment problems of underdeveloped countries. The following pages discuss briefly, mainly as examples, some successful projects which may well have to be accompanied by further measures to promote rural employment locally. Over the longer term, it is important to ensure that the capital-intensive measures, which may well have to be employed only temporarily until they are completed, are used as a basis for the expansion of activities which give rise to continuing employment.

47. In nearly all the newly developing countries with a serious employment problem, the difficulties lie in the rural sector. There is an excess of rural manpower in relation to current labour requirements in agriculture. This excess manifests itself in varying forms of underemployment, in low productivity and low income. Excess labour flows into urban centres to seek employment. The urban centres are creating a reservoir of workers which will continue to increase the supply of public and private entrepreneurs and capital, and thus create growing urban unemployment and underemployment.

48. In such conditions the promotion of rural employment holds out possibilities of relieving some of the worst employment problems of underdeveloped countries. The specific measures by which this might be achieved are likely to be different, depending on the particular situation. It is true that in most of these countries there is a common need for large-scale investment in the rural sector, which will create more employment as well as more output. The Bhakra Nangal project in India, the High Dam project in the Egyptian portion of the United Arab Republic and the Volta River project in Ghana may be cited as leading examples. These large-scale projects are, however, capital-intensive and take many years to bear fruit. For attaining immediate employment some local industrial and agricultural projects may well have to be accompanied by further measures to promote rural employment locally. Over the longer term, it is important to ensure that the capital-intensive measures, which may well have to be employed only temporarily until they are completed, are used as a basis for the expansion of activities which give rise to continuing employment.

49. To be effective, a policy to promote rural employment may need to comprise both institutional and technical measures. Among the institutional measures land reform appears to be of great importance in many countries. In certain less developed regions of the world the present agrarian structure is characterised by great inequality in the distribution of land ownership. It has been estimated that in Latin America as a whole about 1.5 per cent. of the individual land holdings exceed 15,000 acres and that these holdings represent about one-third of the total cultivated land, and part of the land on the large estates frequently remains idle. These large estates generally practise extensive agriculture requiring not much labour per unit of land, and the workers employed on these estates usually suffer long periods of seasonal unemployment. At the other extreme are the small landowners who practise subsistence farming on a few over-cultivated or unproductive acres. In many countries these farmers are also farmers with medium-sized holdings, the bulk of the remaining rural population consists of small tenants and landless labourers.

50. A similar agrarian structure prevails in a number of countries in the Middle East and also in some southern European countries. In these countries a programme of land redistribution as part of a comprehensive agrarian reform, if effectively and thoroughly carried out, could go a long way towards...
promoting rural employment; it could also increase agricul-
tural output, though perhaps not at once, if after land
distribution intensive agriculture is introduced to replace
extensive agriculture and the idle land brought under
cultivation. Many of these countries have introduced
agrarian reforms, but in a number of cases the progress in
implementation has been slow.

50. Naturally, the content of agrarian reform has to be adapted to the specific
needs of each country. In some countries emphasis may need to be placed,
on the improvement of the system of tenancy or taxation.
Under arrangements which give no incentive to the cultivator little or nothing is likely to
be adapted to the specific needs of each country. In some
countries emphasis may need to be placed, for instance,
be adapted to the specific needs of each country. In some
private money-lenders, development of marketing facilities
will be far greater local manpower in rural development will be far greater
effectiveness of technical measures to make fuller utilisation
1

51. Closely related to agrarian reform is the community
development approach to rural development. In the last
decade governments of less developed countries in Asia,
Africa and Latin America have given increasing impor-
tance to this approach, a leading example being India, where
the Government has set up a special community develop-
ment agency. Among the aims of this approach is to
instil in the villagers the desire for progress and to achieve
it through self-help, through the active participation
of the people in local economic and social development
and by ensuring, including financial and technical
power with its traditional skills, but also locally available
results have been under-utilised. A preparatory technical
conference might wish to examine the scope for such types
of measures as those discussed in the following paragraphs.

52. Much work has been done, and is being done, to
evaluate the actual experience in implementing such pro-
grames. The main conclusion so far appears to be that,
while positive results have been obtained in some cases,
they have often failed to evoke the support and active participa-
tion of the poorer sections of the rural community,
who constitute the majority of the population. Many of
the projects (e.g. distribution of improved seeds and fertilisers,
financial assistance for minor irrigation works, etc.) have
brought benefits to the richer peasants but not to the
landless workers or small sharecroppers. Experience has
convinced many observers that in a large number of cases
community development programmes need to be integrated
with the personnel it requires at all levels, by helping the villagers
to plan projects and by providing them with financial,
technical and material assistance.

53. In a rural society reconditioned by agrarian reform
and a community development programme, the scope
and effectiveness of technical measures to make fuller utilisation
of local manpower in rural development will be far greater
than in a traditional agrarian structure laden with medi-
pments to progress. The technical measures suited to different
localities are bound to vary and call for careful selection
and planning. Generally, these include the following
measures:

(a) the organisation of local capital construction projects,
more particularly those calculated to bring about
a quick increase in agricultural production, e.g. small
and medium irrigation and drainage works, building
of roads and bridges in agricultural areas
(b) the introduction of more labour-intensive methods
of cultivation and livestock enterprises;
(c) wherever possible, the expansion of the cultivated area
through land development and settlement;
(d) the development of other productive activities, such as
forestry and fishing;

1 See United Nations: Community Development and Economic
Development, Part I: A Study of the Contribution of Rural Community
Development to National Economic Development in Asia and the Far
East (Beijing, 1960), and Report of a Community Development Evaluata-
Mission in India, 23 November 1958-3 April 1959, prepared by
No. TA/O[IND]/31(REV. 1); and S. C. Dube: India's Changing Villages:
Human Factors in Community Development (Ithaca, N.Y., Cornell,
1958).

45. Such measures might utilise not only local man-
power with its traditional skills, but also locally available
material and local savings.

55. If they could be carried out successfully on a
nation-wide scale, the measures mentioned above could bring
about a quick increase in agricultural output, and this
in turn might well prove a strong stimulus to the expansion of
non-agricultural employment and of invest-
ment. Yet the measures raise difficult technical and economic problems which require further investigation.

Promotion of Industrial Employment

56. An important feature of industrialisation is the large
amount of capital required per worker employed or, conversely,
the small amount of employment created by a given volume of investment.
Traditional household industries require much less capital per worker. The
marginal cost of employing additional workers is much less.
In some less devel-
poped countries the amount of capital expenditure per
worker in certain modern industries is substantially smaller than
that in the advanced countries. This suggests that within
the confines of modern mechanism technology there is
some scope for choosing techniques or processes using more
or less labour. Among different modern industries there
also appear to be significant differences in the amount of
capital required per worker employed. For example, less
is required in the cotton yarn and cloth industry and bread
and bakery products industry than in the production of flour
and girt-mill products, wood pulp, paper and paper
products and iron and steel. Even the lowest figures, however,
considerably exceed the figures for the traditional household industries.
When investing capital, it is necessary to take account of yields
in terms of product and value as well as employment.

57. But in so far as employment in underdeveloped countries is limited by lack of capital for investment
in industry, it is important that these countries seek to economise
such capital as they have, using it as fully as possible.
There is considerable scope for research to discover new
technical possibilities of doing so that are also economically
sound. A number of such possibilities are, however, known
but not always adopted by the people in local economic and social development
and by ensuring, including financial and technical

58. Sometimes there is much unused or under-utilised
industrial capacity in the economy, which could be
activated and would employ more labour. For example, in India
early 1950's it was estimated that in the modern
sector out of 81 different industries 39 worked in the traditional
sector about 20 per cent.

59. In the modern sector, there may be possibilities both
to make full use of idle industrial capacity on a single-
shift basis, and to promote the introduction of multiple
shifts. In many of the less developed countries the majority of
industrial workers—most of them self-employed—are

1 For example, the kinds of technical problems to be investigated
in this connection, see the chapter on agriculture in Report of a Commu-
nity Development Evaluation Mission in India, op. cit.

2 See C. R. V. Desai: "A Prefatory Statement of the Approach of Oper-
rational Research to Planning in India", in Sankhya (The Indian Journal


4 See C. N. Vakil and P. R. Brahmanand: Planning for an Expanding
Economy: Accumulation, Employment and Technical Progress in Under-
of Classification, Measurement and Policy", in Economic Development and
Cultural Change (University of Chicago), Vol. VII, No. 3, Part I,
April 1959, p. 275.
concentrated in the traditional sector, and a large number of these workers are underemployed. Measures to reduce cost, to improve quality and to expand markets through sales promotion might lead to fuller employment of productive capacity and workers in this sector. Furthermore, there may be scope, as in agriculture, for organisational measures as the provision of adequate credit facilities; the improvement of arrangements for purchase of raw materials so as to ensure a steady flow of supplies at the lowest costs; the improvement of marketing arrangements with a view to reducing distribution costs and to adapting production to the trends of demand; mergers of excessively small producing units into larger units, including co-operative production units; or, if complete mergers are not necessary, co-operative or other arrangements for the performance on behalf of a group of small units of certain functions or processes in which economies of scale are important.

60. In addition, it also seems essential that in programming for industrial development effective measures be adopted to avoid large-scale displacement of industrial workers from this sector.

Measures to Encourage Greater Use of Labour-Intensive Techniques in Industrial Development.

61. How far and in what ways labour-intensive techniques should be encouraged in industrial development in countries with abundance of labour is a complex and controversial subject. In the following paragraphs attention is drawn to some possible lines of action which appear to merit further investigation.

62. In the case of production at advanced levels of technology, while it may be essential, for technological or economic reasons, to use machines at low cost in certain parts of the production process, it may well be possible to make other parts (e.g. materials-handling and internal transport) more labour-intensive; it would then be unnecessary to make a special search for devices which save only labour, but rather to concentrate on increasing the productivity of scarce resources such as capital equipment.

63. At intermediate levels of technology there may be scope for encouraging the small-scale production of goods which can be mass-produced by less mechanised methods without raising costs; for encouraging large-scale industries to subcontract to small units operations which are especially suited for semi-mechanised or manual operations in small production units; and for establishing small-scale industries suited for semi-mechanised or manual operations in small production units; and for establishing small-scale industries for producing certain finished products from the semi-finished materials produced in a large chemical plant).

64. At traditional levels of technology possibilities could be investigated for revitalisation and selective development of certain village or rural industries using chiefly hand methods of production, as already mentioned in connection with promotion of rural employment.

Measures to Develop New Industrial Techniques Adapted to the Needs of the Less Developed Countries.

65. The labour-intensive techniques to be encouraged will have to be selected from the range of known techniques, unless new techniques can be developed. In many branches of manufacturing the effective range of choice is very limited, while in some others there is practically no alternative to capital-intensive techniques. There is, therefore, a basic need to develop new industrial techniques better adapted to the less developed countries. This is primarily a problem of technological invention and innovation covering vast industrial fields in which governments may need to assume a central role.

66. Since there is a limit to national efforts and since such technological inventions and innovations may benefit large numbers of less developed countries, there seem to be great advantages in concerted international action to foster such inventions and innovations, including increased technical assistance by international agencies in these fields of activity.

Measures to Promote the Production of More Labour-Intensive Goods.

67. As the composition of a country's output is governed largely by demand and cost conditions at home and abroad, the extent to which industrial employment can be increased by promoting the production of more labour-intensive goods is limited. There are, however, some possibilities in this area that could merit further investigation. In some cases, relatively simple devices which save only labour can be made by less mechanised methods without much cost. For example, if incurring somewhat higher money costs were necessary to employ many more people or to lower public work in the earth-moving operations definitely favour the use of machines instead of manual labour. Nevertheless, there appears to be much scope for using more direct labour in the construction sector, especially perhaps in earth-moving operations. Some of the measures that might be needed to promote this are briefly discussed below.

Measures to Reduce the Cost of Labour-Intensive Operations.

70. Perhaps the best way of encouraging the use of labour-intensive construction techniques is to find methods of reducing the cost of these techniques. Thus it may be possible to:

(a) to design simple but efficient equipment to raise the productivity of manual labour; and
(b) to improve the organisation and methods of work by application of simpler techniques of work study.

Governments may find it desirable to organise large-scale programmes, in collaboration with the private construction industry, for special analysis and development of the possibilities of labour-intensive construction techniques economically feasible under various conditions.

Measures to Foster Labour-Intensive Construction.

71. As the major capital construction projects in most less developed countries are public investments, governments could play an active part in introducing labour-intensive techniques. For example, the choice of techniques for public projects need not be strictly bound by considerations of money cost. For example, if incurring somewhat higher money costs were necessary to employ many more people or to lower public work in the earth-moving operations, this might still be cheaper than providing relief for those who would otherwise have been unemployed.

72. In the fields of private investment it would be more difficult to apply labour-intensive construction projects at various stages of development. Nevertheless, the choices of techniques for public projects need not be strictly bound by considerations of money cost. For example, if incurring somewhat higher money costs were necessary to employ many more people or to lower public work in the earth-moving operations, this might still be cheaper than providing relief for those who would otherwise have been unemployed.

73. There is little practical experience with the promotion of labour-intensive capital construction.1 In India

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some schemes have been, or are being, carried out to provide employment for unemployed workers in the same state. In some African countries, e.g. Ghana, labour brigades or youth labour services have been organised to enable the young unemployed to do some productive work, including work on construction projects. It is hoped that the proposed special inquiry to be undertaken by the Office will bring to light a great deal more factual material in this field of labour-intensive construction.

EMPLOYMENT PROBLEMS AND THE LEVEL OF DEMAND

74. It is desirable that governments should continue, and where possible, to adopt at least the following measures: (a) general unemployment benefit arising from periodical deficiencies in the aggregate demand for goods and services, by appropriate action to increase private consumption expenditure, private savings and government expenditure on goods and services. As causes of general unemployment recurring deficiencies in demand appear to have been important mainly in industrially developed countries, unemployment assistance and employment opportunities should be provided in countries being due to underdevelopment itself. But in certain less developed countries—for example, in some Latin American countries, certain areas in the Middle East and parts of India—benefit may sometimes have gone so far as to result in an inadequate level of effective demand.

75. In circumstances in which unemployment is attributable mainly to deficiencies of effective demand, expansionary fiscal and monetary measures can bring a country a good deal nearer to full employment. General measures to raise the level of demand may, however, be not at all well adapted to solve the employment problems of particular industries or regions, since little or none of this additional demand may be directed to their particular products. Experience has shown that it is quite possible for "hard core" unemployment to persist even at times when the general level of demand is not merely sufficient to sustain full employment but high enough to generate sharp inflationary pressures.

76. Inflation is a problem of concern to many countries at some time during the early stages of economic development, but in industrially advanced countries it is most directly associated with the employment situation, since it is widely believed that inflation between the price level and the level of employment may be due to a variety of causes, many of them relating to changes in the structure of production to which the economic system fails to adjust promptly or sufficiently. As the structure of production is involved, it has become usual to speak of structural unemployment; focusing attention on difficulties of adjustment, the problem may be referred to as one of "structural" unemployment. But both terms cover a variety of very different and sometimes entirely new situations, the nature and implications of which are not yet fully understood. The best ways of determining which situations are mainly inflationary and which are mainly due to a deficiency of effective demand are much less clear than those of maintaining over-all demand.

78. The two main lines of approach to these problems are, of course, (a) special help to lagging regions or declining industries to enable them to provide more jobs, and (b) measures to help workers to move to places or occupations where jobs are available. There is no single answer to the question as to which is the better approach; this will depend upon circumstances. It is often to be adopted measures of both kinds simultaneously. Measures to help workers find and move to new jobs include better provision of information about job opportunities; improved employment market organisation and the provision of better information about job opportunities; provisions requiring employers to give relatively long advance notice of dismissals; removal grants; training and retraining facilities; and co-ordination of housing policy with the employment market situation so that priority in housing construction is given to areas with expanding job opportunities.

79. Measures to promote employment opportunities in particular regions may be justified on the grounds that it is desirable to promote, in some sense, a "balanced" growth of production and thus to ensure that the economy as a whole. The notion of a dynamic balance between the growth of employment in rural and urban areas respectively was discussed in the Report of the Director-General to the Governing Body (1956) Session of the International Labour Conference. While it may be difficult to define the notion of a balanced economy in any rigorous way, it is easy to point to facts which are widely regarded as evidence of a lack of balance in the distribution of the labour force between urban and rural occupations in a number of countries. There are countries—particularly countries whose population, already pressing heavily on the land, is growing rapidly—in which industry is not expanding fast enough to provide productive employment for more than a small proportion of those who cannot find full-time employment on the land. There are countries in which the growth of urban population is heavily concentrated in a few large cities. There are countries in which certain rural areas are growing rapidly and are threatened with a decay which might be prevented if more thought were given to the possibilities of bringing industry to the workers instead of leaving it to workers to move in search of jobs. The economies of these countries rely heavily upon migratory labour, large numbers of workers shifting back and forth between town and country in such fashion that the whole economy is burdened by a high labour turnover, that the workers have few or no opportunities for acquiring skill, and that they have no firm roots in any sector of the economy. These and similar problems might usefully be discussed.
80. Even when special help to particular industries or regions is not considered satisfactory as a permanent solution to particular problems of sectoral or regional unemployment, there may still be a case for such measures on a temporary basis with a view to avoiding large and sudden dislocations, spreading the impact of changes over a reasonable period and thus allowing time for new jobs to be provided elsewhere and for necessary adjustments to be brought about with a minimum of hardship or none at all. For example, in the Federal Republic of Germany a tax on fuel oil was imposed in May 1960 for a period of three years. The proceeds from this tax are to be used to facilitate the adaptation of the coal-mining industry to the current situation in the market for fuel, and particularly to alleviate the social consequences of this adaptation. In other cases, temporary import duties or quotas have been applied.

ACTION BY EMPLOYERS AND WORKERS AND THEIR ORGANISATIONS

81. The Conference resolution concerning employment policy called upon the governments of all countries to formulate employment policy in consultation and collaboration at the national, and where appropriate at the industrial and local levels, with employers' and workers' organisations, in the spirit of the Recommendation (No. 113) concerning consultation and co-operation between public authorities and employers' and workers' organisations at the industrial and national levels. The Conference Committee on Employment recognised that employers and workers and their organisations had an important role to play in employment policy and suggested the following ways in which they could help:

(1) consult one another, and where appropriate, the competent public authorities, as far in advance as possible, with a view to working out mutually satisfactory adjustments to changes in the employment situation;
(2) study trends in the economic and employment situation and propose as appropriate, and in good time, such action by governments and by public and private industrial undertakings as may safeguard the interests and employment security and opportunities of the workers;
(3) promote wider understanding of the reasons for changes in employment opportunities in specific occupations, industries or regions, and provide or seek the provision of the financial benefits and other facilities, including training facilities, required by workers because of these changes;
(4) promote wage and benefit policies that are in harmony with the objectives of full employment and economic growth.\(^1\)

82. It is suggested that a tripartite preparatory technical conference might well have an important contribution to make in formulating more detailed proposals concerning the role of employers and workers and their organisations in the field of employment policy.

SUPPLEMENTARY NOTE

Statement by the Observer Representing the World Federation of Trade Unions

The following statement by the observer representing the World Federation of Trade Unions is circulated with the permission of the Officers of the Governing Body:

(Translation)

The World Federation of Trade Unions is in favour of including in the agenda of the 47th (1963) Session of the International Labour Conference the following technical items:

(1) Measures against unemployment and employment policy.
(2) Benefits in case of employment accidents and occupational diseases.
(3) The employment of young persons in underground work in mines of all kinds.

In view of the importance of the question of unemployment, which remains at an unduly high level in certain capitalist countries, the World Federation of Trade Unions prefers, as was proposed in the resolution adopted at the 45th Session of the International Labour Conference, that this item should be placed on the agenda of the 1963 session with a view to a double discussion and the adoption of an international instrument in 1964. Among the fundamental demands of the workers in many countries, both developed and underdeveloped, the problem of the right to work and of the struggle against unemployment is of the utmost importance.

The procedure proposed by the World Federation of Trade Unions would enable all the States Members of the I.L.O. to take part in the discussion of this important question. This would not be the case if a preparatory technical conference were convened as proposed in paragraph 51 of the document submitted to the Governing Body. Moreover, the Economic and Social Council of the United Nations will also have considered the question of employment, underemployment and unemployment in the summer of 1962.

\(^1\) Record of Proceedings, op. cit., Appendix IX, para. 35, p. 829.
Resolution Calling for the Withdrawal of the Republic of South Africa from Membership of the International Labour Organisation, on the Grounds of the "Apartheid" (Racial Discrimination) Policy Practised by the Government of the Republic

Text of the Resolution and Details of Voting in Plenary Session:

1. The text of this resolution is as follows:

Whereas the International Labour Organisation, dedicated to the pursuit of lasting peace based on social justice, has stressed the need for freedom of expression and of association, and the right of all human beings irrespective of race, creed or sex to pursue both their material well-being and their spiritual development in conditions of economic security and equal opportunity, as fundamental to the attainment of the aims and purposes of the Organisation. 

Whereas the Organisation has adopted a series of Conventions and Recommendations calculated to implement these aims and purposes, especially as regards the promotion of freedom of association, the abolition of forced labour, the elimination of discrimination, the free choice of employment and just and favourable conditions of employment.

Whereas the Government of the Republic of South Africa, in spite of its long association with the International Labour Organisation, accepts and practises the policy of apartheid, which said policy subjects indigenous African citizens to racial discrimination to their economic and social disadvantage, in contravention of the principles, aims and purposes of the International Labour Organisation.

Now, therefore, this General Conference of the International Labour Organisation, meeting in its Forty-fifth Session in Geneva, this twenty-ninth day of June in the year nineteen hundred and sixty-one, hereby—

1. Condemns the racial policies of the Government of the Republic of South Africa.

2. Expresses the utmost sympathy with those people of South Africa whose fundamental rights are suppressed by the apartheid policy of the Government of the Republic of South Africa as well as those courageous people who irrespective of race and colour are opposing apartheid.

3. Declares that the continued membership of the Republic of South Africa in the International Labour Organisation is not consistent with the aims and purposes of the Organisation.

4. Resolves that the Governing Body of the International Labour Office is requested to advise the Republic of South Africa to withdraw from membership of the Organisation until such time as the Government of the said Republic abandons apartheid which is against the declared principles embodied in the Constitution of the International Labour Organisation, and further requests the Governing Body to ensure speedy implementation of this resolution.

2. The resolution as a whole was adopted on a record vote by 163 votes to 0, with 89 abstentions, after failure to obtain the quorum in a vote by show of hands of 157 to 0, with 89 abstentions. Prior to the vote on the resolution as a whole, in separate votes by show of hands, operative paragraphs 1 and 2 were adopted by 230 votes to 0, with 6 abstentions, operative paragraph 3 by 146 votes to 20, with 70 abstentions, and operative paragraph 4 by 147 votes to 21, with 69 abstentions.

Discussion and Voting in the Resolutions Committee:

3. For the convenience of members of the Governing Body the substantive part of the Second Report of the Resolutions Committee is reproduced below:

2. Introducing the resolution, the Nigerian Federal Minister of Labour said that the policy of apartheid had already been condemned by almost all governments in many international organisations, and it was therefore logical to propose that the International Labour Organisation should condemn it in its turn. The resolution was deliber­ately moderate in terms and confined itself to action which could be taken within the I.L.O. constitutional framework. Any Member of an organisation was free to deprive another of the I.L.O. if it could not comply with the aims and purposes of that organisation, and the resolution simply requested the Governing Body to invite the Republic of South Africa to take the only course which remained to it because of its policy of apartheid. The Federal Minister of Labour emphasised that this proposal was made without acrimony and suggested that paragraph 3 of the operative part of the original resolution should accordingly be reworded to resolve that the Governing Body should "advise" and not "call upon" the Republic of South Africa to withdraw from the Organisation. World condemnation of apartheid was shared in South Africa itself, where one of the country's most distinguished employers had stigmatised that policy as morally unacceptable and had pointed out that social welfare measures could not be reconciled with the policy of citizenship on the grounds of colour. The Federal Minister of Labour recalled that many workers had been imprisoned in South Africa for seeking to exercise the rights of freedom of association and considered that such a state of affairs could not go unchallenged by the I.L.O. To the argument that the effect of the adoption of the resolution would be to deprive South African Workers' representatives of the possibility of bringing their views to the I.L.O., it must be replied that the views expressed by South African Workers' representatives in the Conference had invariably been those of the white workers only. For South Africa to remain in the I.L.O. would be a challenge to the Organisation's principles, and to vote against the resolution would be to confront the Asian, African and indeed all the peoples of the world who were intent upon freedom and social justice.

3. The South African Government member said that the introduction in the I.L.O. of purely political matters, unrelated to the I.L.O.'s Constitution, was out of order. If the resolution were adopted the character of the I.L.O. would be changed and its effectiveness as a specialised organisation endangered, since the result could only be its disintegration. He emphasised that his country was not the only one which had not ratified all I.L.O. Conventions, and pointed out that it had none the less made great progress in furthering the ideals of the I.L.O. In this respect conditions were so good that workers constantly entered the country illegally, particularly from Mozambique, and the average per capita income for the population as a whole compared favourably with that in the most highly developed countries. He indicated that 135 million had been spent on welfare and social services for the Bantu population in the past five years and described achievements in the fields of education, housing and health which in many cases were better than anything existing anywhere else in Africa. It was the policy of the South African Government to see that South African workers of all races continued to maintain South Africa in the forefront of progress. In conclusion, the South African Government member said that in his view that the terms of the resolution were a violation of the Constitution. He would take no further part in the discussion on this question and if the resolution were adopted the Republic of South Africa had no intention of according to the request in it, as that would be against South Africa's
policy of international co-operation. If his Government ever reconsidered its membership in the I.L.O. it would be for far more profound reasons.

4. With the exception of the South African Government member the Committee was unanimous in considering that, even though the subject of the resolution had political aspects, there was not a single sound reason why a State could not become a Member of the I.L.O. and referred to "freedom of expression and of association" and "the right of all human beings irrespective of race, creed or sex to pursue both their material well-being and their spiritual development in conditions of economic security and equal opportunity, as fundamental aspects of history and continue to practise a policy which could only lead to disaster nationally and internationally.

5. With the exception of the South African Government member, all the members of the Committee of all groups were unanimous in their condemnation of the policy of apartheid practised by the Government of the Republic of South Africa as a challenge to the principles of the I.L.O., as a violation of basic human rights because of the colour of their skin was described by terms such as a "regressive", "shameful", and "degrading" policy, and as a most unjustifiable policy. The figures shown by the South African Government member were meaningless, as the peoples in question preferred poverty in freedom to wealth in slavery. The Ukrainian Government member stated that the average monthly income was £115 for a black family in the United Arab Republic. The Ukrainian Government member paid tribute in particular to the courageous speech made in a meeting of the Committee by the South African Government member. The report of the United Arab Republic Government member pointed out that, although there were other countries where there was discrimination, the Republic of South Africa was the country of all of which discrimination was embodied in the constitution and defended by the official representatives of the country. The Workers’ Vice-Chairman considered that, faced with such a situation, the I.L.O. must do its utmost to ensure that the world of the future was to continue to have confidence in it.

8. Two viewpoints emerged in the Committee as to the action which the I.L.O. could or should take to make its condemnation as effective as possible.

9. Many members of the Committee from the three groups including the Ghanaian, Indian, Dahomey, United Arab Republic, Ukrainian, Yugoslav, Congo (Brazzaville), Iraqi, Malagasy, Cuban, Moroccan, Guinean, Liberian, Rumanian, Indonesian and Caban Government members; the Workers’ Vice-Chairman of the Congo (Brazzaville), Indian, Ukrainian, Rumanian, Malagasy Republic, Yugoslav and Malawi Workers’ members who spoke on behalf of the overwhelming majority of the Workers’ members; and the Rumanian, Indian, Iranian and Panamanian Governments were categorically in favour of the withdrawal of the Republic of South Africa from the International Labour Organisation, stating that its continued membership in the Organisation was discrimination, the Republic of South Africa not only had not conformed with the ideals of the Organisation but hadbehavedly violated them and refused to change its policy; not one member of the South African Government member and the Ukrainian delegation to the Conference was drawn from the non-white populations; the I.L.O. would be for far more profound reasons.

10. Most of the members who sought the withdrawal of the Republic of South Africa from the Conference were in favour of as vigorous as possible a condemnation of the policy of apartheid, as vigourous as possible a condemnation of the policy of apartheid, and in the United Arab Republic.”

11. Other members of the Committee, including the United States, Brazilian, Italian, French, United Kingdom, Greek, Panamanian, Irish, New Zealand, Japanese and Federal Republic of Germany Government members; the Employers’ Vice-Chairman and the United Kingdom and United States, Brazilian, Italian, French, United Kingdom, Irish and Pakistani Governments were in favour of as vigorous as possible a condemnation of the policy of apartheid, the measures proposed in the resolution to put an end to it were the really the best ones. No doubt if the I.L.O. was able to apply sanctions this would be the occasion to do so. However, international organisations had not yet reached the stage where they could use the mechanism of withdrawal open to the I.L.O. when the legislation of a Member State was in direct contravention of the obligations of the Constitution which it had pledged itself to uphold when becoming a Member, of the I.L.O. The United Arab Republic was a special one in that the Government recognised the correctness of the accusations made against it and none the less showed no desire to come more into line with I.L.O. standards and objectives but on the contrary firmly stated that it had no intention of changing its laws. In this connection the United Arab Republic Government member pointed out that, although there were other countries where there was discrimination, the Republic of South Africa was the only country in which discrimination was embodied in the constitution and defended by the official representatives of the country. The Workers’ Vice-Chairman considered that, faced with such a situation, the I.L.O. must do its utmost to ensure that the world of the future was to continue to have confidence in it.

2. The Committee was also unanimous in its condemnation of South Africa as a challenge to the principles of the I.L.O., as a violation of basic human rights because of publicised as such a "regressive", "shameful", and "degrading" policy, and as a most unjustifiable policy. The figures shown by the South African Government member were meaningless, as the peoples in question preferred poverty in freedom to wealth in slavery. The Ukrainian Government member stated that the average monthly income was £115 for a black family in the United Arab Republic. The Ukrainian Government member paid tribute in particular to the courageous speech made in a meeting of the Committee by the South African Government member. The report of the United Arab Republic Government member pointed out that, although there were other countries where there was discrimination, the Republic of South Africa was the country of all of which discrimination was embodied in the constitution and defended by the official representatives of the country. The Workers’ Vice-Chairman considered that, faced with such a situation, the I.L.O. must do its utmost to ensure that the world of the future was to continue to have confidence in it.

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9. Many members of the Committee from the three groups including the Ghanaian, Indian, Dahomey, United Arab Republic, Ukrainian, Yugoslav, Congo (Brazzaville), Iraqi, Malagasy, Cuban, Moroccan, Guinean, Liberian, Rumanian, Indonesian and Caban Government members; the Workers’ Vice-Chairman of the Congo (Brazzaville), Indian, Ukrainian, Rumanian, Malagasy Republic, Yugoslav and Malawi Workers’ members who spoke on behalf of the overwhelming majority of the Workers’ members; and the Rumanian, Indian, Iranian and Panamanian Governments were categorically in favour of the withdrawal of the Republic of South Africa from the International Labour Organisation, stating that its continued membership in the Organisation was discrimination, the Republic of South Africa not only had not conformed with the ideals of the Organisation but hadbehavedly violated them and refused to change its policy; not one member of the South African Government member and the Ukrainian delegation to the Conference was drawn from the non-white populations; the I.L.O. would be for far more profound reasons.

10. Most of the members who sought the withdrawal of the Republic of South Africa from the Conference were in favour of as vigorous as possible a condemnation of the policy of apartheid, as vigourous as possible a condemnation of the policy of apartheid, and in the United Arab Republic.”

11. Other members of the Committee, including the United States, Brazilian, Italian, French, United Kingdom, Greek, Panamanian, Irish, New Zealand, Japanese and Federal Republic of Germany Government members; the Employers’ Vice-Chairman and the United Kingdom and United States, Brazilian, Italian, French, United Kingdom, Irish and Pakistani Governments were in favour of as vigorous as possible a condemnation of the policy of apartheid, the measures proposed in the resolution to put an end to it were the really the best ones. No doubt if the I.L.O. was able to apply sanctions this would be the occasion to do so. However, international organisations had not yet reached the stage where they could use the mechanism of withdrawal open to the I.L.O. when the legislation of a Member State was in direct contravention of the obligations of the Constitution which it had pledged itself to uphold when becoming a Member, of the I.L.O. The United Arab Republic was a special one in that the Government recognised the correctness of the accusations made against it and none the less showed no desire to come more into line with I.L.O. standards and objectives but on the contrary firmly stated that it had no intention of changing its laws. In this connection the United Arab Republic Government member pointed out that, although there were other countries where there was discrimination, the Republic of South Africa was the only country in which discrimination was embodied in the constitution and defended by the official representatives of the country. The Workers’ Vice-Chairman considered that, faced with such a situation, the I.L.O. must do its utmost to ensure that the world of the future was to continue to have confidence in it.
Moreover, to separate South Africa from the Organisation would result in the expulsion not only of the Government, but also of the Employers’ and Workers’ representatives, whereas, as had been recognised by several members of the Committee, there were many people among them who would surely be better served by remaining in contact with those among the population of the Union of South Africa and the I.L.O. and who needed its support, rather than by abandoning them in their struggle. It was to be feared that the interests of South Africa which might best be served by putting aside apartheid and the krugerion, would not be really best served by requesting the withdrawal of South Africa from the I.L.O. Nor should the deep-seated objection of the South African representatives against the I.L.O. be credited as an argument against the withdrawal of South Africa. The African Government. The rejection of the resolution or the removal of South Africa from the I.L.O. must be interpreted by them as a victory. The I.L.O. could exercise no supervision on the basic principles of the I.L.O. could do other than leave the Organisation, if the resolution was adopted. It was, however, difficult to see how a country which refused to accept the obligations of its proposers. They thought that the most effective means of bringing pressure to bear on the Government of the Republic of South Africa would be to propose an amendment to the Constitution providing for an early session of the International Labour Conference to study and report on the basic principles of the I.L.O.

1. The United Arab Republic Government member stated that the South African Government had thrown down a deliberate challenge to the I.L.O. in declaring that its country would not withdraw from the Organisation if the resolution was adopted. The Committee paid tribute to the dignified and moderate way in which the resolution had been introduced and supported by the Nigerian Federal Minister of Labour and the United Arab Republic Government member said that it was clear that there was no animosity against South Africa either on the part of Nigeria or on the part of those who had supported the resolution. The objective was to assist people suffering from injustice through no fault of their own and the only question was how this could best be achieved. In this connection there were differences of view as to the best means of bringing pressure to bear on the Government of the Republic of South Africa so as to secure a change in its present policy which everybody agreed in condemning. The United Arab Republic, Indian, Guiñean, Iraqi, Nigerian, Dahomey and French Government members; the Employers’ Vice-Chairman and the Guiñean and United Workers’ Vice-Chairman said that their purpose was to put the whole problem on a more general footing. There were other Members whose declared policies were incompatible with the fundamental aims and purposes of the I.L.O., so that it was more logical not to single out one country but to take a general decision.

12. The Committee then proceeded to examine the various amendments which had been submitted.

13. Two amendments had been submitted by the Employers’ members appointed before the decision of the Appeals Board. The first of these amendments proposed to add at the end of the preamble of the resolution the following paragraph: "And whereas the declared policies of certain other States Members are also incompatible with the fundamental principles, aims and purposes of the International Labour Organisation;" the second was to replace paragraph 17 by the following: "Invites the Governing Body of the International Labour Office to study and report to an early session of the International Labour Conference what amendments are necessary to the Constitution or Standing Orders of the Conference or both in order to enable the Conference to refuse to admit the delegates of States Members who declared policies of which are incompatible with the fundamental principles on which the International Labour Organisation is based."

14. Introducing these amendments, the Employers’ Vice-Chairman said that their purpose was to put the whole problem on a more general footing. There were other Members whose declared policies were incompatible with the fundamental aims and purposes of the I.L.O., so that it was more logical not to single out one country but to take a general decision.

15. Speaking at the end of the general discussion, the Nigerian Government member said that it was clear that there was no animosity against South Africa either on the part of Nigeria or on the part of those who had supported the resolution. The objective was to assist people suffering from injustice through no fault of their own and the only question was how this could best be achieved. In this connection there were differences of view as to the best means of bringing pressure to bear on the Government of the Republic of South Africa so as to secure a change in its present policy which everybody agreed in condemning. The United Arab Republic Government member said that it was clear that there was no animosity against South Africa either on the part of Nigeria or on the part of those who had supported the resolution. The objective was to assist people suffering from injustice through no fault of their own and the only question was how this could best be achieved. In this connection there were differences of view as to the best means of bringing pressure to bear on the Government of the Republic of South Africa so as to secure a change in its present policy which everybody agreed in condemning.
in the Republic of South Africa. Some of these members stated in this connection that the maintenance of the amendments could only cast doubt on the strength of the Employers' members' condemnation of apartheid. Others, without taking any view on the substance of the amendments, pointed out that if their proposers wished they could be embodied in a separate resolution to be submitted to the Conference at its next session. Still others attacked the substance of the amendments by the grounds that if they were adopted they would lead to an increasing number of recriminations and accusations among States Members which would endanger the very existence of the Organisation.

20. In response to the appeal of several members of the Committee, the Employers' Vice-Chairman withdrew these amendments but stated that it was essential that the possibility of applying sanctions to Members whose declared policies were incompatible with the basic principles of the I.L.O. should be studied; proposal to this effect would be submitted at an appropriate time. The Indian Employers' member, while supporting the withdrawal of the amendments, said that the Committee should have the power to take action when the declared policies of Members were incompatible with the fundamental principles, aims and purposes of the I.L.O.; and it was obvious that such power should be general so that action could be taken in the case of any contravening country.

21. The Committee then adopted by 6,944 votes to 0, with 56 abstentions, an amendment submitted by the United States Workers' member, to add a new paragraph 2 to the operative part of the resolution as follows: "Expresses the utmost sympathy with those people of South Africa whose fundamental rights are suppressed by the apartheid policy of the Government of the Republic of South Africa as well as those courageous people who irrespective of race and colour are opposing apartheid."

22. Several amendments were submitted by the Indian Government member. The first, which was adopted without opposition, added to the amendment proposed by the Indian Employers' member, to add a new paragraph to the operative part of the resolution so that it would declare that the continued membership of the Republic of South Africa in the International Labour Organisation was not "consistent with the aims and purposes of the I.L.O. instead of not" in the best interests of the Organisation ".

23. The second amendment was to reword the original paragraph 2 of the operative part of the resolution so that it would declare that the continued membership of the Republic of South Africa in the International Labour Organisation was not "consistent with the aims and purposes of the I.L.O. instead of not " in the best interests of the Organisation ".

24. This amendment was adopted by 4,215 votes to 56, with 2,897 abstentions.

25. The third amendment submitted by the Indian Government member was adopted, as amended on the proposal of the Iraqi Government member, by 4,007 votes to 168, with 2,486 abstentions. It replaced former paragraph 3 of the operative part of the resolution (at present paragraph 4) by the following form of words: "Resolves that the Governing Body of the International Labour Organisation requests the Government of South Africa to withdraw from membership of the Organisation until such time as the Government of the said Republic abandons apartheid which is against the declared principles embodied in the Constitution of the International Labour Organisation, and further requests the Governing Body to ensure speedy implementation of this resolution."

26. After the discussion of these amendments, the Committee voted on the resolution as amended, separate votes being held on the four paragraphs of the operative part.

27. Paragraph 1 was adopted by 6,944 votes to 0, with 56 abstentions.

28. Paragraph 2 (new) was adopted by 7,224 votes to 0, with 56 abstentions.

29. Before voting on paragraphs 3 and 4 (former paragraphs 2 and 3), the Committee heard several members explain their vote on these paragraphs as indicated in the minutes of the twelfth sitting, during which members of the Employers' group explained their vote in favour of these paragraphs, or that they could not do so, reiterating a number of the arguments advanced during the general discussion which are summarised in paragraphs 9, 12 and 11 above respectively.

30. Paragraph 3 was adopted by 4,693 votes to 1,328, with 1,257 abstentions.

31. Paragraph 4 was adopted by 4,751 votes to 1,328, with 1,201 abstentions.

32. The Committee then adopted by 4,912 votes to 0, with 2,312 abstentions, the revised text of the complete resolution, which it submits to the Conference for approval.

Discussion in Plenary Sitting.

4. In the discussion in plenary sitting of the Conference, in which 39 speakers took part, some of them expressing the collective views of groups of delegates or governments, many of the points made in the Resolutions Committee were reiterated and developed.

5. Presenting the resolution, the Nigerian Government delegate explained that it had been submitted for two main reasons: firstly, Nigeria's opposition to apartheid because of the provisions of its own constitution; and secondly, because of South Africa's flagrant refusal to comply with the aims, purposes and principles of the Constitution of the International organisation which stood for and dedicated itself more resolutely than any other to the cause of social justice. The resolution did not ask for the expulsion of apartheid. It was the existence of a body of opinion which held that there was no constitutional provision for expulsion, and also because Nigeria had no wish to be vindictive; it simply asked that authority be given to the Governing Body to advise the Government of South Africa to exercise its constitutional right to withdraw from the Organisation, in view of the fact that it practised a policy diametrically opposed to the policies of the I.L.O. Apartheid was a most brutal form of social injustice, and a threat to peace of the sort which had led to the establishment of the I.L.O. As a founder Member of the I.L.O. South Africa might have been expected, gradually at least, to eliminate such an evil condition, but the great difference between South Africa and the other member States was that whatever the economic and social problems existing in the countries of the other States, their governments, as a matter of policy, undertook to eliminate such conditions, whereas the Republic of South Africa accepted as a cardinal principle the maintenance of a policy which contradicted the principles which it had pledged itself to maintain as a Member of the I.L.O. In view of this situation, mere condemnation was not enough, because, as long as the Republic of South Africa remained a Member of the Organisation, divisions and ill will would be created among its other Members, to the disadvantage of the Organisation.

6. The South African Government delegate, after recapitulating the main points made in his remarks in the Resolutions Committee, denied that the policy of apartheid was inhuman and urged on the contrary its essential benevolence. South Africa's problems were unique and the solution to them must therefore also be unique. The South African Government sincerely believed that, by its policy of separate development, all sections of the population would in the end attain the highest level of development and self-determination. As far as its attitude to the I.L.O. specifically was concerned, South Africa had as its policy not to ratify Conventions which could not be implemented in full, but the small number of ratifications registered by South Africa did not mean that its Government was indifferent to the benefits which could be derived from the standards set by the I.L.O. To the contrary, those standards were often embodied in legislation to the fullest possible extent. While in condemning the position of South Africa much emphasis was placed on the ideals set forth in paragraph 1 above respectively of the Second Report, quoted in paragraph 3 of the present document.
due regard to the stage of social and economic development reached by each people. Accordingly, it was the simplex that the Government believed that it had to the best of its ability endeavoured to fulfil its obligations under the Constitution and had in like manner observed the ideals embodied in the Declaration of Philadelphia. Because of his Government’s belief that the resolution did not take accurately into account the aims and ideals motivating that Government in its attempts to solve a complex problem of human relations, and because the South African Government also believed that such discussions had no place in the I.L.O., the South African delegation would abstain in the vote on the resolution.

4. During the rest of the discussion in plenary sitting all speakers, with the exception of the South African Employers’ and Workers’ delegates, expressed abhorrence of Government attitude, to exercise its, with the deplorable Portuguese Government delegate and the South African Employers’ and Workers’ delegates, strongly supported the first two operative paragraphs of the resolution.

8. Many delegates from all three groups, some of whom spoke for varying numbers of other like-minded delegates, supported the resolution as a whole. These included the Iraqi, Indian, Venezuelan, Philippines, Israel, United Arab Republic, Byelorussian, Chinese, Chad, Pakistan and Tunisian Government delegates; the United Nations, Mexican, Yugoslav and Congo (Brazzaville) Workers’ delegates; and the Rumanian Employers’ delegate. The Netherlands Employers’ delegate, though not taking this attitude himself, indicated that it was held by a number of the Employers’ delegates for whom he spoke. The arguments advanced in favour of this position may be summarised as follows. Racial discrimination, as practised by the South African Government, was a deliberate and declared policy which it had announced its intention of not changing; it was contrary to the principles and objectives of the Constitution, and the attitude of the Government and the maximum possible comfort and support for those who suffered from it in South Africa; the withdrawal of South Africa from the Organisation sought by the resolution would run exactly counter to the achievement of the objective in view, since it would remove all possibility of the South African Government being influenced by the persuasive pressure which would be conveniently brought to bear on the Government of South Africa whom it was desired to help in isolation, since they had adopted only after the very gravest heart-searching, and regretted that time and procedures had not been available to work out a formula which might have been universally acceptable. The Chinese Government delegate, and the Netherlands Employers’ delegate, strongly supported the resolution on general humanitarian grounds, doubted the effectiveness of its last paragraph in view of the statements made by the South African Government delegate. The Congo (Brazzaville) Workers’ delegate appealed for the support of people of all races and continents for Africans in their struggle, just as Africans had died to support Europeans in combating a racial ideology which had sought to impose its domination on mankind; failure to give such support for legalistic reasons would not be understood by Africans and could have serious long-term consequences.

The Indian Government delegate added that the resolution was to be regarded as only the first step in a plan of action by the I.L.O. to ensure the end of apartheid; if the desired result were not achieved then the Governing Body and the Conference must find other ways of bringing about the total abolition of apartheid. The United Arab Republic Government delegate did not believe that there was anything in the Constitution forbidding the procedure advocated in the resolution, but added that if there were constitutional implications the Governing Body could consider them and recommend any other measures which it thought necessary.

9. Many other delegates, while expressing the strongest possible abhorrence and condemnation of apartheid, and while supporting the first two paragraphs of the resolution, were unable to support the last two paragraphs. These included the Peruvian Government delegate; the Swedish Government delegate speaking on behalf of the Government delegates of Denmark, Finland, Norway and his own country; the United Kingdom, Brazilian, Argentine, Italian, United States, Australian, Mexican, Panamanian, French and Austrian Government delegates; the United Kingdom Employers’ delegate, and the Netherlands Employers’ delegate, who indicated that in this context he was speaking for a number of other Employers’ delegates. The arguments put forward in support of this viewpoint may be summarised as follows. The objective to be pursued was a change in the apartheid policy of the South African Government and the maximum possible comfort and support for those who suffered from it in South Africa; the withdrawal of South Africa from the Organisation sought by the resolution would run exactly counter to the achievement of the objective in view, since it would remove all possibility of the South African Government being influenced by the persuasive pressure which would be conveniently brought to bear on the Government of South Africa whom it was desired to help in isolation, since they would continue to be supported by world opinion and by the solidarity of world occupational organisations. The argument that such a step would create a dangerous precedent did not stand close scrutiny, since the South African Government was in the unique position of being the only government of a member State whose procedure contemplated in the resolution would not advance the elimination of apartheid; on the contrary it would be self-defeating, since if the South African Government did withdraw from membership it would be released from its obligations and its prestige for failing to fulfil. Moreover, those who supported the whole resolution had emphasised that it was directed
not at the people of South Africa but at its Government; the effect of the resolution if South Africa withdrew would be to penalise the whole nation, since it was the whole nation and not only a government which was represented in the I.L.O. Not only would the last two paragraphs of the resolution fail to achieve the desired object as far as South Africa and its people were concerned, but they would, for various reasons, damage the International Labour Organisation itself. In the first place, there was no provision in the Constitution to permit such a step, and it was extremely doubtful whether the action contemplated could be regarded as juridically well founded. This view was borne out by the express constitutional provisions which aimed at the greatest possible universality of membership of the Organisation; these included the provision that any State which became a Member of the United Nations might ipso facto become a Member of the I.L.O., and the provisions relating to withdrawal which made such action as difficult as possible. Those who supported the whole resolution had argued that its adoption was necessary to strengthen the International Labour Organisation; but, since the action contemplated in the resolution was tantamount to a sanction, and since the I.L.O. had no coercive power to impose a sanction and since the South African Government had intimated that it would not accede to advice to withdraw, the attempt to impose such a sanction would be frustrated, thus on the contrary showing the weakness of the I.L.O. rather than strengthening it. Finally, the adoption of the last two paragraphs of the resolution would set a dangerous precedent by introducing into I.L.O. procedures the possibility of separation from a Member which could be used in the future against other States, if a certain type of situation which had occurred in the past were to occur again.

10. The Netherlands Employers' delegate added on behalf of a number of the Employers' delegates for whom he spoke that it was their view that a solution should be sought not on an ad hoc basis directed solely to the case of South Africa but on a more general one. With that in view the Employers' members of the Resolutions Committee had submitted an amendment inviting the Governing Body to study and report to an early session of the International Labour Conference what amendments were necessary to the Constitution or Standing Orders of the Conference or both, in order to enable the Conference to refuse to admit the delegates of States Members the declared policies of which were incompatible with the fundamental principles on which the I.L.O. was based. The Conference, in their view, should have the power to take action when the declared policies of Members were incompatible with the fundamental principles of the Organisation, and it was logical that such powers should be general so that action could be taken in the case of any contravening country.

II. The South African Employers' and Workers' delegates and the Portuguese Government delegate indicated that they would abstain on all operative paragraphs of the resolution. In doing so, the South African Workers' delegate indicated that withdrawal could not be in the interests of the workers of South Africa, which would be best served if South Africa remained within the I.L.O. The South African Employers' delegate indicated that, although the employers of his country felt free to express their views to their own Government where its policies affected the best interests of the employers and workers, they abstained from doing so in political matters: the operative part of the resolution was clearly not confined to purely labour or economic subjects. He also indicated that withdrawal would not be in the best interests of the employers and workers of South Africa. The Portuguese Government delegate, while emphasising the traditional policy of Portugal to guarantee non-discrimination on racial grounds, considered that the resolution was irresponsible with the spirit and the letter of the I.L.O. Constitution and represented a form of interference in the domestic policy of a member State, which was in contradiction with the principles and rules regarding the competence of the I.L.O.


12. The provisions of the Constitution of the International Labour Organisation relating to membership of the Organisation are as follows:

Article I

2. The Members of the International Labour Organisation shall be the States which were Members of the Organisation on 1 November 1945, and such other States as may become Members in pursuance of the provisions of paragraphs 3 and 4 of this article.

3. Any original Member of the United Nations and any State admitted to membership of the United Nations by a decision of the General Assembly in accordance with the provisions of the Charter 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.

4. The General Conference of the International Labour Organisation may also admit Members to the Organisation by a vote concurred in by two-thirds of the delegates attending the session, including two-thirds of the Government delegates present and voting. Such admission shall take effect on the communication to the Director-General of the International Labour Office by the new Member of its formal acceptance of the obligations of the Constitution of the Organisation.

5. No Member of the International Labour Organisation may withdraw from the Organisation without giving notice of its intention so to do to the Director-General of the International Labour Office. Such notice shall take effect six months after the date of its reception by the Director-General, subject to the Member having at that time fulfilled all financial obligations arising out of its membership. When a Member has ratified any international labour Convention, such withdrawal shall not affect the continued validity for the period provided for in the Convention of all obligations arising thereunder or relating thereto.

6. In the event of any State having ceased to be a Member of the Organisation, its readmission to membership shall be governed by the provisions of paragraph 3 or paragraph 4 of this article as the case may be.

13. The provisions of the Constitution of the International Labour Organisation which bear upon the obligations of Members of the Organisation in regard to matters of racial discrimination are as follows:

Article I

1. A permanent organisation is hereby established for the promotion of the objects set forth in the Preamble to this Constitution and in the Declaration concerning the Aims and Purposes of the International Labour Organisation adopted at Philadelphia on 10 May 1944 the text of which is annexed to this Constitution.

Annex: Declaration concerning the Aims and Purposes of the International Labour Organisation

II

Believing that experience has fully demonstrated the truth of the statement in the Constitution of the International Labour Organisation that lasting peace can be established only if it is based on social justice, the Conference affirms that...
18. The I.L.O. has already agreed to contribute to the documentation being prepared by F.A.O. for the Freedom from Hunger Campaign, illustrating those of its activities which have a bearing on the Campaign.

19. The Governing Body is invited to authorise the Director-General—

(a) to communicate the resolution to the Food and Agriculture Organisation with the endorsement of the Governing Body;

(b) to communicate the resolution to the United Nations, the World Health Organisation and other interested international organisations;

(c) to communicate the resolution to governments and through them to employers’ and workers’ organisations; and

(d) to take the resolution into account in the general programme of work of the Office in so far as is practicable.

Resolution concerning Freedom from Hunger

5. The Conference affirms that the principles set forth in this Declaration are fully applicable to all peoples everywhere and that, while the manner of their application must be determined with due regard to the stage of social and economic development reached by each people, their progressive application to peoples who are still dependent, as well as to those who have already achieved self-government, is a matter of concern to the whole civilised world.

14. The Governing Body may now wish to consider how it desires to proceed in the matter.

Resolution concerning Freedom from Hunger

15. In this resolution, which was adopted unanimously, the Conference welcomes the Freedom from Hunger Campaign launched by the Food and Agriculture Organisation in co-operation with the United Nations and the specialised agencies; draws the special attention of employers’ and workers’ organisations to its importance and urges them to co-operate in its prosecution; affirms the urgency of the International Labour Organisation intensifying its efforts to promote programmes and activities which have direct bearing on the ability of nations and peoples to free themselves from hunger and the causes of it and attacking the problem of hunger by all means in its power, including such measures of agrarian reform as may be necessary and appropriate; emphasises the continuing importance in this connection of pursuing policies aimed at speeding economic development and determining its social objectives in co-operation with employers’ and workers’ organisations; expresses the hope that the International Labour Organisation, in close co-operation with the Food and Agriculture Organisation and the World Health Organisation, will pursue its studies in the broad context of examining the economic and social causes giving rise to hunger and the ways of eliminating them; draws the attention of governments to the need for economic and social policies which will progressively improve standards of life and eliminate the causes of hunger; and urges governments and peoples of member States to co-operate in programmes of economic and social action directed towards achieving freedom from hunger.

16. In so far as operative paragraphs 3 and 4 of the resolution are concerned, the I.L.O.’s rural development programme and its general work in the fields of employment promotion and manpower training at all levels are directly related to the creation of the conditions which enable people to earn a decent livelihood and free themselves from hunger.

17. In the matter of agrarian reforms the I.L.O. is associated with the United Nations and F.A.O. in the international action undertaken under the auspices of the Economic and Social Council in accordance with decisions of the United Nations General Assembly on this subject, the most recent of which—General Assembly Resolution 1526 (XV)—was brought to the attention of the International Organisations Committee and the Governing Body at the 109th Session (March 1961). In pursuance of this resolution a joint report is to be submitted to the Economic and Social Council in 1962.

20. In this resolution, adopted by 164 votes to 0, with 28 abstentions, the Conference refers to the increased pace and rhythm of work and the consequent risk of nervous and physical disorders and diseases due to mental and physical fatigue, notes that special attention must be directed to the effect on the health of young people of their transition into industrial life and recognises the importance for the workers of annual holidays with pay of proper duration for the purposes of rest, relaxation and social development. The Conference expresses the view that the Holidays with Pay Convention, 1936 (No. 52), no longer meets present requirements. It invites the Governing Body to consider the desirability of placing the question of the revision of the Holidays with Pay Convention, 1936, as an item on the agenda of an early session of the Conference with a view, inter alia, to bringing the provisions of the Convention at least into conformity with those of the Holidays with Pay Recommendation, 1954 (No. 68), taking into account the need for longer periods of holidays with pay, for reasons of protecting the health of workers, and as a result of improvements in technology and increases of productivity.

21. The desirability of examining the position in the various countries with regard to holidays with pay has been under consideration, and the Committee on Standing Orders and the Application of Conventions and Recommendations has been requested to examine this matter. The Committee of Experts on the Application of Conventions and Recommendations will have before it, at the present session of the Governing Body, a document in which it is proposed that the Holidays with Pay Convention, 1936 (No. 52), and the Holidays with Pay Recommendation, 1936 (No. 47), should be among the instruments to be selected for reports to be submitted in 1963 under article 19 of the Constitution. If the Committee and the Governing Body agree to this proposal, information on the position with regard to law and practice concerning holidays with pay in the various countries will be collected both from countries which have ratified the Convention and from those which have not. The Committee of Experts on the Application of Conventions and Recommendations would then examine this material, and the Governing Body would as a result be provided with detailed information on the basis of which it could take a decision on the desirability of revising the Holidays with Pay Convention, 1936.

22. The Governing Body may accordingly wish to consider the action to be taken on the resolution concerning holidays with pay in connection with the relevant section of the report of its Committee on Standing Orders and the Application of Conventions and Recommendations to the present session.
Resolution concerning the Problems of Older Workers

23. This resolution was unanimously adopted by the Conference, as modified to include two amendments relating to the special problems of developing countries.

24. In the resolution the Conference urges member States and employer and worker organisations in developing their economic and social programmes to give special attention to the particular needs of older workers and to the contributions that they can make to economic and social development, to improve their national social security systems to meet the needs of older workers and to promote in developing countries the adoption of retirement plans or to develop such plans further where they already exist.

25. The Conference also invites the Governing Body—
(a) to request the Director-General to give close attention to the problems of older workers both while they are still employed and during retirement, to undertake any necessary studies on these matters and to co-ordinate the activities of the I.L.O. with the efforts of the various intergovernmental organisations concerned;
(b) to consider the desirability of the International Labour Conference being given an early opportunity to examine the problems of older manual and non-manual workers in a comprehensive way, including the possibility of adopting new international instruments or revising existing ones; and
(c) to take other appropriate action for the development of the I.L.O.'s programme of work in this field, including consideration of the possibility of bringing selected aspects before future sessions of the General Conference, regional conferences, Industrial and analogous Committees and other organs of the I.L.O. and taking such other action as may be desirable with regard to problems of employment, re-employment and retirement of older workers in all types of occupations.

26. The Director-General has for some time been conscious of the growing importance of the problems dealt with in the resolution and has considered that it would for the time being be wisest to approach the question by means of further studies and publications. As part of this approach, a general article entitled "Discrimination against Older Workers" was published in the April 1961 number of the International Labour Review. The co-ordination of the I.L.O.'s activities with the efforts of the various intergovernmental organisations concerned is being pursued as a matter of course through the normal machinery for the purpose. As one aspect of such co-ordination, a study on the age of retirement and right to pension is being undertaken by the I.L.O. for the 16th (1962) Session of the United Nations Commission on the Status of Women.

27. With a view to preparing further I.L.O. action the Director-General has decided to make the problems of older people at work and in retirement the central theme of his Report to the 46th (1962) Session of the Conference. In the light of the discussion at the Conference in 1962 further proposals will in due course be made to the Governing Body for action with a view to the implementation of the resolution.

28. The Governing Body is accordingly invited—
(a) to take note of the resolution concerning the problems of older workers and of the information contained in paragraphs 26 and 27 above;
(b) to authorise the Director-General to communicate the resolution to governments and through them to employers' and workers' organisations;
(c) to authorise the Director-General to communicate the resolution to the various international organisations concerned.

Resolution concerning the Development of the Regional Activities of the International Labour Organisation

29. This resolution, which was adopted unanimously by the Conference, invites the Governing Body to submit to the International Labour Conference a comprehensive survey of the problems arising out of the I.L.O.'s regional activities.

30. The Director-General is studying all the various questions connected with the I.L.O.'s regional activities, including those to which attention was drawn by the General Conference at its 43rd (1959) Session and by the First African Regional Conference in 1960, and will, as the Governing Body noted at its 14th Session (March 1961), report to the Governing Body on the subject when the study has been completed.

31. The Governing Body may accordingly wish to take note of the resolution concerning the development of the regional activities of the International Labour Organisation and to decide to consider further action in the matter when it has before it the report being prepared by the Director-General.

Resolution concerning Freedom of Association and the Protection of the Right to Organise, Including the Protection of Representatives of Trade Unions at All Levels

32. In this resolution, which was adopted by 147 votes to 35, with 3 abstentions, the Conference refers to the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 98), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), and goes on to consider that freedom of association entails the free and effective exercise of their functions by the representatives freely chosen by the workers through the trade union organisations, at every level, including the level of the workplace, noting that in some countries these representatives are prevented from freely exercising their functions. It also expresses concern at the fact that in some countries, including countries which have ratified the aforementioned Conventions, the free exercise of collective bargaining on behalf of workers by representatives freely chosen by them is restricted by legislation and constitutional provisions. The Conference consequently calls on member States and on the Governing Body to take action to promote the ratification and implementation of the two Conventions. It also invites the Governing Body to request the Director-General to prepare a comprehensive report on all aspects of the rights of trade union representatives at all levels, including the level of the workplace, in order to permit the Governing Body to consider the possibility of including this question in the agenda of an early session of the International Labour Conference.

33. The Governing Body may wish to request the Director-General—
(a) to communicate the resolution to member States of the I.L.O.—
(i) inviting those States which have not done so to ratify the Freedom of Association and Protection of the Right to Organise Convention, 1948, and the Right to Organise and Collective Bargaining Convention, 1949; and
(ii) urging all member States which have ratified either or both of the above-mentioned Conventions to take steps with a view to their full implementation;
(b) to communicate the text of the resolution to the Committee of Experts on the Application of Conventions and Recommendations;
(c) to take into consideration the question of the rights of trade union representatives at all levels, including the level of the workplace, when the various subjects for consideration by the Governing Body for the agenda of future sessions of the Conference.

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(a) to communicate the resolution to member States of the I.L.O.—
(i) inviting those States which have not done so to ratify the Freedom of Association and Protection of the Right to Organise Convention, 1948, and the Right to Organise and Collective Bargaining Convention, 1949; and
(ii) urging all member States which have ratified either or both of the above-mentioned Conventions to take steps with a view to their full implementation;
(b) to communicate the text of the resolution to the Committee of Experts on the Application of Conventions and Recommendations;
(c) to take into consideration the question of the rights of trade union representatives at all levels, including the level of the workplace, when the various subjects for consideration by the Governing Body for the agenda of future sessions of the Conference.
Resolution concerning International Action in the Field of Workers' Housing

34. In its resolution, adopted unanimously, the Conference recognises the importance of the speedy application of the Workers' Housing Recommendation, 1961 (No. 115), for the raising of workers' standard of living and their productivity, and the responsibility of governments to ensure the adequate financing and provision of workers' housing. It notes Resolution 1508 (XV) concerning low-cost housing and related community facilities adopted on 12 December 1960 by the General Assembly of the United Nations, and draws attention to the difficulties of developing countries, by reason of their limited resources and technical means, in meeting simultaneously the need to invest in economic development and in the field of workers' housing.

35. The first two paragraphs of the operative part of the resolution make an appeal to governments of economically developed countries and to international organisations to consider the possibility of providing financial assistance, including loans at moderate rates of interest, to developing countries for urgent programmes of workers' housing. In this connection, the Conference recommends that in cases where large-scale new industrial undertakings are located at a long distance from normal centres of population, the cost of providing adequate workers' housing should be considered as an integral part of the cost of such undertakings, and that such account should be taken of such considerations in the award of international development loans.

36. The resolution then requests the Governing Body to find ways and means of enabling the International Labour Organisation to increase practical assistance to developing countries in solving their workers' housing problems, with respect to those fields in which the International Labour Organisation has special competence under the United Nations Long-Range Programme of Concerted International Action in the Field of Housing and Related Community Facilities. Particular attention is drawn to vocational training of building workers, productivity in the building industry, co-operative housing and advising governments in formulating their policies relating to workers' housing, especially through the Regional Housing Centres sponsored by the United Nations and the specialised agencies concerned.

37. The Conference invites the Governing Body also to consider, in consultation with the international organisations concerned, the advisability of creating a permanent body such as a special committee, within the United Nations to ensure continuing consideration of housing and urban development problems and to act as a forum or centre for the exchange of information gained and the assistance offered in these fields.

38. In its last paragraph the resolution invites the Governing Body to request governments concerned to inform the Director-General of technical and financial assistance received or granted with respect to workers' housing and to request the Director-General to continue to follow developments and report progress in this field.

39. With regard to the Conference request that the International Labour Organisation expand its programme of practical assistance in the field of workers' housing, there has been a steady expansion of technical assistance in the fields of productivity in the house-building industry and in particular is giving consideration to the possibility of attaching one or more experts to the Regional Housing Centres. It will, however, be recalled that the Office is in such matters only at the request of the governments concerned.

40. With respect to co-operation with the United Nations in the Long-Range Programme of Concerted International Action in the Field of Housing and Related Community Facilities, the I.L.O. is providing an expert to participate in the self-help housing survey mission which is making on-the-spot studies in six Asian countries during the latter half of the current year. During 1961, the I.L.O. has participated or is proposing to take part in the United Nations Seminar on the Contribution of Building Research to Housing Programmes in Developing Countries in Africa. The I.L.O., along with other international organisations, will also give consideration to any recommendations which may be made by the group of experts to be convened by the United Nations Economic and Social Council in January 1962 with a view to an early implementation of one or more joint pilot and demonstration projects in the field of low-cost housing.

41. With regard to the request that the Director-General continue to follow developments and report progress in the field of workers' housing, the Director-General is fully conscious of the important role which housing plays in the workers' standard of living and will continue to follow current developments in the field of workers' housing and report on them in the various publications of the Office.

42. In these circumstances, the Governing Body may wish to—

(a) to authorize the Director-General to transmit the resolution to governments and through them to employers' and workers' organisations, requesting the governments concerned to inform the Director-General of assistance received or granted with respect to workers' housing;

(b) to authorise the Director-General to transmit the resolution to the United Nations and to the specialised agencies and other international bodies concerned;

(c) to note that, as requested by the Conference, the Director-General is continuing to follow and report on developments in workers' housing and is considering the best means of expanding co-operation in the field of workers' housing.

Resolutions concerning Hours of Work in Agriculture, Hours of Work in Maritime Fishing, Hours of Work in Maritime Transport, and Publication of Information on Hours of Work

43. These resolutions, which were adopted by 182 votes to 14, with 20 abstentions, 175 votes to 16, with 22 abstentions, 176 votes to 16, with 22 abstentions, and 193 votes to 2, with 22 abstentions, request the Governing Body to consider certain action pursuant to the adoption of the Reduction of Hours of Work Recommendation. As the Recommendation was not adopted at the 45th Session of the Conference for lack of a quorum in the final record vote, and as the Governing Body has before it at the present session a separate document on this subject^1, the Governing Body may wish to take note of the four resolutions, and to consider them further when the Conference has again considered the question of the reduction of hours of work, should the Governing Body decide to place that question on the agenda of the 1962 session of the Conference.

44. The resolution concerning publication of information on hours of work also expresses satisfaction that the Tenth International Conference of Labour Statisticians will consider the question of statistics of hours of work, and expresses the hope that improved methods and standards will be forthcoming for securing statistics

^1 See Appendix II, above, pp. 61-62.
on hours of work on a comparable basis as among the member countries. The 1962 budget includes provision for the convening of the Tenth International Conference of Labour Statisticians, to be preceded by a meeting of a committee of experts on statistics of hours of work. One of the purposes of holding the Tenth International Conference of Labour Statisticians set out in the proposed budget for 1962 is precisely to adopt international standards in the field of statistics of hours of work. It is hoped that the committee of experts and the Conference, proposals for whose action will be laid before the Governing Body in due course, will propose definitions which will make it possible to secure, as requested in the resolution, statistics on hours of work on a comparable basis as among the member countries.

47. The Conference then requests member States to consider urgently the ratification and application of the Convention.

48. The Governing Body is accordingly requested to authorise the Director-General to communicate the resolution concerning the Social Security (Minimum Standards) Convention, 1952, to governments, drawing their special attention to the request made in the last paragraph of the resolution.

Resolution concerning Employment Policy

49. This resolution, which was adopted unanimously by the Conference, has four operative paragraphs.

50. The first paragraph defines the objectives of employment policy and calls upon governments to adopt the objective of full, productive and freely-chosen employment; to recognise the need for watchful adaptation of national and international employment policy measures, in respect of social security, and that this objective can only be achieved if and when all workers are covered by adequate social security provisions, refers to the view of the Committee of Experts on the Application of Conventions and Recommendations that social security corresponds to a need which all comprehensive social policy should take into account, and points to the flexible manner in which the Convention is drafted, permitting its adaptation to the conditions existing in the various countries; Article 3 of the Convention, in particular, provides exceptions for the countries whose economy is insufficiently developed.

51. The second paragraph calls upon governments to adopt the objective of full, productive and freely-chosen employment, maintaining an appropriate balance between the two.

52. The third paragraph lists general measures to promote full, productive and freely-chosen employment, calling upon governments to adopt measures to promote and regulate growth of employment opportunities; to promote conditions in which the goal of full, productive and freely-chosen employment can be attained by maintaining a balance between improvements in current living standards on the one hand and increased investment to provide higher levels of living and more employment in the future on the other; to give high priority to measures to overcome shortages of skilled labour, to expand opportunities for the employement of less skilled labour and to promote national mobility of labour; to coordinate economic and social policies with employment policy measures; to promote employment opportunities for groups suffering from disadvantages; to do all in their power to establish or improve national employment services in accordance with I.L.O. standards; and to formulate employment policy in consultation and collaboration with employers' and workers' organisations.

53. The fourth paragraph relates to other international action and draws attention to the contribution that may be made to the attainment of employment objectives by certain international measures, including the avoidance of undue fluctuations in primary commodity markets; promotion of international investment; international grants-in-aid and low-interest loans to assist in building up the economic and social infrastructure in developing countries; measures to ease the voluntary transfer of workers under satisfactory social conditions from one industry or sector to another, and arrangements for the international exchange of information regarding investment forecasts and intentions.

54. The resolution concludes by requesting the Director-General to prepare a programme of I.L.O. action on certain problems of employment.

Resolution concerning the Social Security (Minimum Standards) Convention, 1952

45. Accordingly, the Governing Body may wish to bear this aspect of the resolution concerning publication of information on hours of work in mind when considering proposals for the agenda of the Tenth International Conference of Labour Statisticians.

55. In respect of international measures involving action by other international organisations the Governing Body will do no doubt wish the Director-General to communicate the resolution to governments, and through them to employers' and workers' organisations.

56. In respect of international measures involving action by other international organisations the Governing Body will do no doubt wish the Director-General, as requested by the Conference—

(a) to communicate the resolution, together with the report of the Conference Committee on Employment, to the United Nations and the specialised agencies and to other intergovernmental organisations directly concerned with questions of employment policy or allied questions, emphasising the importance attached by the Conference to international measures of the kinds indicated in paragraph 53 above.

57. With respect to action specifically requested of the I.L.O., the Governing Body is invited to note—

(a) that proposals are before it at its present session relating to the placing of an item concerning employment policy on the agenda of an early session of the Conference; and

1See above, Appendix III, paras. 47-52, p. 68.
that, as requested by the Conference in the resolution adopted by the Governing Body at its 48th Session (March 1961), a paper taking into account the evolution of current trends in the employment situation and presenting proposals for further I.L.O. action in the sphere of employment in the light of the discussion at the Conference is being submitted at the present session to the Committee on Operational Programmes.

Resolution on Economic and Technical Assistance for the Promotion of Economic Expansion and Social Progress in Developing Countries

58. In this resolution, which was adopted unanimously, the Conference stresses the need to increase economic and technical assistance to the developing countries. The Conference considered that the maintenance of world peace and security is a basic prerequisite for economic growth and social progress, recalling Resolution 1516 (XV) concerning the economic and social consequences of disarmament, adopted by the General Assembly of the United Nations on 15 December 1960, and the resolution concerning the international flow of capital for the economic development of underdeveloped countries, adopted by the International Labour Conference at its 37th (1954) Session, paragraph 5 of which urges governments to support an internationally supervised programme of world-wide disarmament in the hope that its adoption will make more funds available for financing the economic and social development of underdeveloped countries.

59. In the resolution the Conference invites the governments of member States to consider increasing economic and technical assistance to the developing countries and draws their attention to Resolution 1522 (XV) adopted by the General Assembly of the United Nations, paragraph 1 of which expresses the hope that the flow of international assistance and capital should be increased substantially so as to reach approximately 1 per cent. of the combined national incomes of the economically advanced countries.

60. The resolution lays down the following guiding principles for technical co-operation: respect for national sovereignty and national independence; harmonisation of technical assistance with the economic and social development plans of recipient countries; preference for technical assistance provided through the international organisations and associations of employers' and workers' organisations with technical co-operation activities in both the contributing and the recipient countries; priority to be given to the training and advancement of national personnel at all levels in all fields of I.L.O. competence.

61. The resolution indicates the following as fields of operational activity to which the I.L.O. should give the closest attention: manpower assessment and development, including management development; instructor and supervisory training and the training of skilled workers; productivity; rural development; industrial development, including small-scale and medium-sized industry, cottage industries and handicrafts; workers' education; co-operatives; labour-management relations; and social legislation and administration.

62. The resolution stresses the need for close co-ordination in technical co-operation activities, this co-ordination to take place both among the various organisations in the United Nations family and with national and regional institutions undertaking similar work.

63. The resolution invites the Governing Body to examine certain matters, to take action on them where appropriate, and to provide information as a basis for discussion by the Conference from time to time. The main matters dealt with are the following: procedures of the Expanded Programme of Technical Assistance and the Special Fund; relationship with the United Nations and the Resident Technical Assistance Representatives of the Technical Assistance Board; the recruitment and qualifications of experts; fellowship and trainee programmes; problems of equipment; assessment and follow-up of I.L.O. operational activities; research on various aspects of technical co-operation; the dissemination of information on technical co-operation; and co-ordination with bilateral and other multilateral programmes. The Governing Body is also requested to take appropriate measures in co-operation as appropriate with the United Nations and the specialised agencies to ensure the efficient use of technical co-operation provided, and to follow the development of technical co-operation for further economic and social development.

64. Having regard to the foregoing, the Governing Body may wish—

(a) to authorise the Director-General to communicate the resolution on economic and technical assistance for the promotion of economic expansion and social progress in developing countries to the governments of States Members of the I.L.O.; to the Secretary-General of the United Nations; to the heads of the specialised agencies; to the Executive Chairman of the Technical Assistance Board; and to the Managing Director of the Special Fund;

(b) to take such action as may be appropriate to submit periodically to the Governing Body Committee on Operational Programmes documentation indicating the steps taken to give effect to the provisions of the resolution calling for action by the Governing Body or by the International Labour Conference.

Text Transmitted without Comment to the Governing Body for Examination: Proposed Resolution concerning Human Rights in Dependent Territories

65. The Conference unanimously adopted the following passage in the Third Report of the Resolutions Committee:

RESOLUTION CONCERNING HUMAN RIGHTS, SUBMITTED BY MR. EL-TAGHLABY, WORKERS' DELEGATE, UNITED ARAB REPUBLIC, AND MR. FORVIE, WORKERS' DELEGATE, GHANA

40. Introducing the resolution on behalf of its sponsors, neither of whom was a member of the Resolutions Committee, the Guinean Workers' member explained that its purpose was to propose concrete action to protect human rights in certain parts of the world where they were still constantly being violated despite the principles embodied in basic international instruments.

41. The Indian Workers' member, supported by the United Kingdom and French Government members and the Employers' Vice-Chairman of the Committee, proposed that the Committee should recommend to the Conference to refer the matter to the Governing Body without expressing any views on it, as its operative part dealt with matters which were within the exclusive competence of the United Nations and other international organisations. The French Government member added that article 17bis of the Standing Orders of the Conference specifically provided that where a proposal submitted to the Conference involved new activities to be undertaken by the International Labour Organisation relating to matters which were of direct concern to the United Nations or one or more specialised agencies, the Director-General was required to enter into consultation with the organisations concerned, and before deciding on proposals of this nature, the Conference was required to satisfy itself that adequate consultations had taken place. It was therefore difficult to see how the Conference could make any substantive decision on the resolution at the present stage.

42. The U.S.S.R. Government member pointed out that article 1761s of the Standing Orders applied to proposals for new activities, and that human rights could not be regarded as falling within that category. The United Arab Republic Government member questioned the propriety of the Committee's merely referring the resolution to the Governing Body, there being no provision in the Standing Orders to cover the case. The Indian Workers' member pointed out that the Resolutions Committee had in the past recommended such action, and undoubtedly had the power to recommend to the Conference to dispose of a resolution in any way it thought fit on the merits of the question.

43. The United Arab Republic Government member then introduced the following amended text, accepted by the sponsors of the original resolution, and designed to meet the objections described in the above paragraphs.

"Resolution concerning Human Rights in Dependent Territories"

"The General Conference of the International Labour Organisation, "

"Emphasising the major principles and objectives set forth in the Preamble to the Constitution, and the Declaration of Philadelphia, which are categorically connected with social justice and fundamental human rights, "

"Considering that compliance with the Universal Declaration of Human Rights is one of its major objectives, as it has been reaffirmed by a previous resolution adopted by the 42nd Session of the General Conference in 1958, "

"Considering that in certain parts of the world, particularly in those African territories which have not yet acquired their independence, serious breaches are constantly being committed of the elementary principles in that Declaration, and particularly of the Freedom of Association and Protection of the Right to Organise Convention, 1948, the Discrimination (Employment and Occupation) Convention, 1958, and the Abolition of Forced Labour Convention, 1957, "

"Realising the difficulty, if not the impossibility, of implementing such principles in these parts and territories as long as they suffer under the yoke of colonialism, whose vested interests do undoubtedly contrast those principles, "

"Aware of the fact that such a difficulty exists in territories under the trusteeship of the United Nations, whose supervision has even been challenged by certain colonial powers, "

"Recognising also that some colonial powers had recently changed the legal status of some of their colonial territories with a view to integrating them as overseas territories, and consequently deprive them of the right to self-determination affirmed by the Charter of the United Nations; "

"1. Appeals to the United Nations—
(a) to reconsider the trusteeship arrangements for territories entrusted to member States which have violated at large the principles mentioned above, with a view to withdrawing their mandates; 
(b) to invalidate all integration devices practised by some colonial powers for depriving the territories under their rule from their right to self-determination; such integration may not be considered valid unless resulting from a free referendum under the strict supervision of the United Nations. "

"2. Resolves that member States whose Constitutions and basic laws are obviously contrasting the Charter of the United Nations, the Constitution of the I.L.O. and the Declaration of Philadelphia should be called upon to amend them with a view to abolishing such contrast; should they fail to do so within a time to be fixed by the Governing Body, immediate measures should be taken to reconsider their membership of the I.L.O. "

"3. Authorises the Director-General to communicate with the Secretariat of the United Nations as regards the appropriate measures to be taken in response to this appeal before the forthcoming session of the General Assembly of the United Nations.""

44. The Committee decided to recommend to the Conference that it transmit without comment to the Governing Body, for examination, the revised text of the resolution reproduced in paragraph 43 above. The United Arab Republic Government member, who had at first made his agreement to this procedure subject to the reservation that the Director-General would consult with the United Nations in accordance with article 1761s of the Standing Orders and report on such consultations to the 150th Session of the Governing Body (November 1961), subsequently withdrew this condition but reserved his position in the Governing Body.

66. The Governing Body is invited to examine the text contained in paragraph 43 of the Third Report of the Resolutions Committee quoted in paragraph 65 above.
Fifth Item on the Agenda: Action to Be Taken on the Resolution concerning Discrimination Adopted by the International Labour Conference at Its 44th Session

I. Introduction

1. The Governing Body at its 148th Session (March 1961) requested the Director-General to prepare for consideration at its present session revised proposals concerning the action to be taken on the above resolution. It was understood that these revised proposals would combine the proposals for supplementing the existing constitutional machinery and the arrangements for special progress reports already made by the Governing Body with an educational and promotional type of programme, contained in the paper submitted at the 148th Session1, with further proposals for special machinery for the examination of allegations of discrimination and for a plan of action for the analysis of legislative provisions relating to employment and occupation which involve discrimination or provide machinery for the elimination of discrimination.

2. It may be convenient to preface the proposals now made with a brief recapitulation of the present position.

3. 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 adjusting 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.

4. At its 147th Session (November 1960) the Governing Body addressed a special appeal to the governments of all States Members which had not ratified the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), drawing their attention to the fundamental importance of the Convention 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 1 December 1960. At the same session 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 further ratifications. The first such progress report was submitted to the Governing Body at its 148th Session (March 1961) and indicated that 16 ratifications had then been received. The second progress report will be submitted to the 150th Session of the Governing Body. As of 20 July 1964, 26 ratifications had been received.

5. Further action was taken at both the First African Regional Conference of the I.L.O. (Lagos, 1960) and the Seventh Conference of American States Members of the I.L.O. (Buenos Aires, 1961). The First African Regional Conference adopted a resolution drawing 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. The Declaration of Buenos Aires, adopted by the Seventh Conference of American States Members of the I.L.O., refers to the Convention among those on which economic development and social progress in the Americas must be based. These decisions have been communicated to the governments concerned with a request for information concerning action taken on the basis thereof.

6. Apart from these special measures, 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 Conference regularly every year.

7. 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.

8. Article 19 of the Constitution authorises the Governing Body to request the governments of Members of the Organisation not having ratified the Convention to furnish reports 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. The Governing Body at its 147th Session (November 1960) requested Members to furnish such reports in 1962. These reports will enable the Committee of Experts on the Application of Conventions and Recommendations 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. The form and report provided for by the Constitution in respect of all ratified Conven-
tions was approved by the Governing Body at its 148th Session (March 1961) and a special form of report for governments not having ratified the Discrimination (Employment and Occupation) Convention, 1958, designed to ensure that the information secured from such governments is as full and comparable as possible, was approved by the Governing Body at its 148th Session (March 1962).

9. Articles 24 and 25 of the Constitution establish a procedure whereby representations by industrial organisations that have been a source of observers on the Convention to which it is a party can 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. The Special Standing Orders concerning the Procedure for the consideration 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 failure to give effect to the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), by a State which is a party thereto.

10. 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. These arrangements are also fully applicable to the Discrimination (Employment and Occupation) Convention, 1958.

11. Article 27 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, also, is fully applicable to the Discrimination (Employment and Occupation) Convention, 1958.

12. It is therefore important that in devising proposals for further action due account should be taken of the steps which have already been taken and of the extent to which 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.

13. It is, moreover, important to bear in mind that the elimination of discrimination 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 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 can be found in such diverse fields as 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.

14. Despite, however, 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 intensified over-all, rather than piecemeal, effort is required not merely to consolidate progress in individual sectors but to attack and eradicate the problem at its source—that is, by undertaking 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.

15. The complexity, universal incidence and largely social character of problems of discrimination clearly have a major bearing on the question of what forms of further action are likely to render the greatest practical effect. The hard facts of any country in the world in which some question of discrimination does not exist in some form or degree or is widely and genuinely believed so to exist by some segment of 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, but it is equally clear that discrimination constitutes an issue which arouses such widespread interest and acute feeling throughout the world that a further and urgent major 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 its Constitution, namely the principle that "all persons, irrespective of race, colour, creed or sex, have the right to pursue both their intellectual and material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity."

II. Suggested Procedure for the Examination of Allegations of Discrimination

16. The Director-General undertook at the 148th Session of the Governing Body (March 1961) to examine further the possibility of establishing special machinery to deal with questions of discrimination. It was generally recognised in the course of the debate that the proposals for the establishment of the machinery while the substance of the existing experience of the Organisation as regards forced labour and freedom of association, would not necessarily take the same form as any existing machinery designed to deal with a different subject.

17. After reviewing carefully the various factors of the problem the Director-General suggests that, if the Governing Body should decide to establish such machinery, the machinery should take the following form.

18. A Discrimination (Employment and Occupation) Commission should be established by the International Labour Organisation.

19. The Commission should be authorised to receive and examine allegations that discrimination in respect of employment or occupation continues to be practised within the jurisdiction of a Member of the International Labour Organisation.

20. Only allegations relating to grievances of a general nature affecting a substantial number of persons would be receivable by the Commission; individual grievances would not be receivable.

21. Allegations would be receivable from any non-governmental organisation or group of individuals claiming that the members thereof are the victims of discrimination in respect of employment or occupation; such allegations could be transmitted through a non-governmental organisation which has been accorded consultative status by the Governing Body if the members of one of its affiliated organisations are alleged to be the victims of discrimination; allegations not covered by these provisions would not be receivable unless specially referred to the Commission by the Governing Body.

23. The Commission would consist of persons of known impartiality and integrity and of the highest personal qualifications and standing appointed by the Governing Body on the nomination of the Director-General; each member of the Commission would on appointment make a declaration that he will perform his duties and exercise his powers as a member of the Commission "honourably, faithfully, impartially and conscientiously".

24. The Commission would not reach any conclusion concerning any allegation without affording the government concerned full opportunity to submit its views, but would not be required to secure the consent of any government to its examining or reporting on any allegation submitted to it, or to delay a matter unreasonably after the government has had a reasonable time within which to submit its views. To that end, subject to this general directive the Commission would determine its own procedure.

25. The Commission would state in its reports its findings concerning the allegations submitted to it and would be authorised to make recommendations for remedial action for the consideration of the governments and other parties concerned; the reports would be communicated to the government within whose jurisdiction the grievance is alleged to have occurred with a request to keep the Commission informed of any action taken on the basis thereof and an indication that the Commission will state in future reports what response it has received to this request.

26. The reports of the Commission would be published and brought before the Governing Body for information, but the Governing Body would not be requested to approve of any conclusions reached, or recommendations made, by the Commission. Such an arrangement would give the Governing Body an opportunity to review the general working and effectiveness of the procedure whenever it so desired.

27. The above arrangements should be regarded as subject to reconsideration in the light of experience after a period of three years.

28. If these proposals are approved in principle by the Governing Body, the Director-General will submit to the Financial and Administrative Committee the budgetary estimates necessary to permit a final decision to be taken.

III. Plan of Action for the Analysis of Legislative Provisions

29. It was also suggested at the 148th Session of the Governing Body that a comprehensive analysis should be undertaken of the legislative provisions in various countries containing discriminatory elements. The Director-General pointed out that it would be impracticable to prepare a thorough analysis of such provisions without special preparations, but indicated that he would include in the paper to be prepared for the 150th Session of the Governing Body a plan of action for the purpose of assembling the material required for such an analysis, part of which would be available from the reports submitted under article 19 of the Constitution.

30. Such an analysis could take any one of a number of forms. A comprehensive analysis covering all Members of the I.L.O. and all forms of discrimination within the purview of the I.L.O. would, unless undertaken on the basis of the article 19 and 22 reports which governments have already been requested to furnish in 1962 for examination by the Committee of Experts on the Application of Conventions and Recommendations in 1963, require a large staff with a command of a wide range of languages and take a very substantial time to complete. It would, moreover, be highly probable that the survey to be made by the Committee of Experts would be duplicated in many respects. The corresponding survey of social security made by the Committee of Experts in 1961 covered 176 countries (89 States and 87 non-metropolitan territories). If the Committee of Experts is in agreement to make a preliminary comprehensive survey of the question of discrimination, a large part of the information concerning legislation which it is desired to assemble and analyse should be available. The first step in the matter would therefore appear to be to ensure that the Committee of Experts, and following it the Conference Committee, have at their disposal all the information necessary for this purpose. In these circumstances, the Director-General would propose to address to governments on behalf of the Governing Body a further communication drawing their special attention to the exceptional importance which the Governing Body attaches to the matter and requesting that the fullest possible reports be furnished under articles 19 and 22 of the Constitution in respect of all Members of the Organisation and non-metropolitan territories.

31. When the report of the Committee of Experts is available, the Director-General would propose to examine the whole position further with a view to determining whether he should then submit any additional proposals on the matter to the Governing Body.

32. Meanwhile, it might be possible and appropriate to put in hand certain studies and analyses of a more limited character. These might relate either to particular countries and to particular elements in the problem of discrimination or methods of combating discrimination. The most immediately useful studies of this kind would perhaps be studies of the national machinery and arrangements of various types already adopted in certain countries for combating and eliminating discriminatory practices. A series of such studies might be put in hand, as rapidly as the available resources allow, covering such matters as national fair employment practice commissions, arrangements for the elimination of discrimination in work done under subcontract, and the role of the employment service in the elimination of discrimination.

IV. Promotional and Educational Programme

33. The establishment of a procedure for the examination of allegations of discrimination and approval of a plan of action for the analysis of legislative provisions would not eliminate the need for a major educational and promotional programme.

34. There is a clear need for fuller knowledge of the whole subject of action against discrimination in employment, wherever it is being undertaken, of the methods used, the results achieved and 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 the interests of social groups 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 governments 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 these organisations members or branches; and promotion against discrimination in employment and occupation with special reference to recruitment, promotion and dismissal in collective agreements;

(e) ways in which governments seek to prevent discrimination in employment in the private sector; machinery for receiving, examining and investigating complaints; correction of instances of discrimination revealed; relative efficacy of voluntary conciliation and enforceable orders;

(f) publicity given to activity in this connection and general educational measures to foster public acceptance of the principles of non-discrimination in employment.

35. 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);

(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.

36. 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 this field having direct practical experience in operating 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 to light 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 circumstances of the country 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.

37. As regards dissemination of the information and pooling of 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 type 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.

38. 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 have done some work in producing educational material in this field, but more work needs to be done both nationally and internationally. At the international level, it would be entirely appropriate for the I.L.O. to popularise its international standards on this subject and to disseminate knowledge on what can be done by workers' organisations to combat discrimination, not only by action within their own domain but also by pressing for action by governments and employers in various ways. The Director-General therefore proposes to examine the possibility of including in the existing Workers' Education Manual series a manual relating to discrimination.

39. It would also seem desirable to enlist the active participation of the competent non-governmental organisations interested in various aspects of the problem of discrimination. The competent non-governmental organisations might participate in an educational and promotional programme concerning discrimination in the following ways:

(a) through consultation as to the anti-discrimination devices to be promoted;

(b) by requesting competent non-governmental organisations for practical help in the elaboration of a programme;

(c) in calling on them actively to further the objectives of the Office programme.

40. The Governing Body may therefore wish to consider the possibility of inviting non-governmental organisations on the Special List having special competence and experience in this field to participate at appropriate stages in the programme and to further its objectives through the means at their disposal.

41. 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.

42. 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 are therefore desirable.

FIRST SUPPLEMENTARY NOTE

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

1. At its 147th Session (November 1960) the Governing Body decided to address a special appeal to States Members which had not 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 or reconsider the possibility of ratifying it. The Governing Body's special appeal was communicated by governments by the Director-General in December 1960.

2. The Governing Body also requested the Director-General to report to it twice a year on the progress of ratifications of the Convention and on the information received concerning prospects for future ratifications. The first such report was placed before the 148th Session of the Governing Body (March 1961). The present paper contains information on the progress made in the ratification of the Convention since the beginning of March 1961.

1 See Minutes of the 138th Session of the Governing Body, fourth sitting, p. 34, and Appendix IX, supplementary note, p. 104.
Second Supplementary Note

Statement by the Observer Representing the World Federation of Trade Unions

The following statement by the observer representing the World Federation of Trade Unions is circulated with the permission of the Officers of the Governing Body.

(Translation)

The World Federation of Trade Unions has always campaigned against all forms of discrimination and has pressed for their complete elimination. It considers that the action proposed in the document submitted to the Governing Body to abolish discrimination in employment and occupation comprises several important aspects: the investigation of allegations, the analysis of legislative provisions and the shaping of public opinion.

The World Federation of Trade Unions is thus in general agreement with the action thus contemplated, particularly with the proposal to set up a committee to examine allegations of discrimination.

This Committee, which would be guided by the provisions of the Discrimination (Employment and Occupation) Convention and Recommendation, 1958, should, in the opinion of the World Federation of Trade Unions, report annually to the Conference Committee on the Application of Conventions and Recommendations, which would endorse its decisions. The importance of the subject is such that the Conference would be the appropriate place to review its activities, while leaving the Governing Body the possibility of looking into the general working and the efficacy of the Committee's procedure.

The proposals submitted to the Governing Body in paragraphs 20 and 21 of the document suggest other considerations to the World Federation of Trade Unions. In the first place, it must not be forgotten that individual cases may represent violations of the Convention and the Recommendation in general. Must we therefore really wait until a group of people suffer under discriminatory measures before the Committee can take cognizance of such measures? For instance, the dismissal of girls and women when they marry, which has now become the common practice in certain countries, and which has been discussed in the Commission on the Status of Women of the United Nations Economic and Social Council and at the 32nd Session of ECOSOC itself, began with isolated cases. Nevertheless the general nature of this violation was apparent from the first case onwards.

In the second place, paragraph 21 does not take into account the fact that, in addition to the international trade union organisations having consultative relations with the I.L.O. Governing Body, there are also at the present time independent national trade union organisations. This is the case, for instance, in Japan, Chile, Ghana, Guinea, Nigeria, the United Arab Republic, etc. The World Federation of Trade Unions asks that the trade union organisations of these countries should also be allowed to approach the Committee in order to submit allegations to it directly. It therefore proposes that the words "or representative national trade union organisations within the meaning of article 3 of the Constitution which are not affiliated to international bodies" be added to paragraph 21.

Up to 1 March 1961 the ratifications of the following 16 States had been registered: Bulgaria, Denmark, Guatemala, Guinea, Honduras, India, Iraq, Israel, Liberia, Norway, Pakistan, Philippines, Portugal, Tunisia, United Arab Republic, Yugoslavia.
APPENDIX VI

Sixth Item on the Agenda: Report of the Commission to Examine the Complaint Filed by the Government of Ghana concerning the Observance by Portugal of the Abolition of Forced Labour Convention, 1957

1. On 19 June 1961 the Governing Body decided that the Commission appointed under article 26 of the Convention of the I.L.O. to examine the complaint filed by the Government of Ghana concerning the observance by Portugal of the Abolition of Forced Labour Convention, 1957, should be composed as follows:

Chairman: Mr. Paul Ruegger (Switzerland).
Members: Mr. Enrique Armand-Ugon (Uruguay).
Mr. Isaac Forster (Senegal).

The Governing Body also requested the Commission to submit a first report to its 150th Session.

2. The Commission held its first session in Geneva on 11 and 12 July 1961. During this session, the Commission decided upon the procedure which seemed to it appropriate for the examination of the complaint and considered the arrangements necessary to ensure that it had at its disposal thorough and objective information concerning the questions at issue. The procedure laid down was aimed at giving every opportunity to the Governments of Ghana and Portugal, to the Government of the United Arab Republic (which had supported the complaint filed by the Government of Ghana), and to the governments of countries neighbouring upon the territories mentioned in the complaint, of submitting information on the matter. The Commission also gave an opportunity to the following non-governmental organisations to supply information: International Confederation of Free Trade Unions; International Federation of Christian Trade Unions; World Federation of Trade Unions; International Organisation of Employers; Commission of the Churches on International Affairs; International Commission of Jurists; International League for the Rights of Man; Anti-Slavery Society. The Commission also decided to proceed to the hearing of witnesses at a second session to be held in September. It requested the Portuguese Government to make the necessary arrangements to enable the Commission to hear at that session a number of persons listed by it whose evidence appeared to it to be of special interest, and informed the Government of Ghana that it would hear at the same session any witnesses produced by Ghana.

3. The Commission met again from 18 to 30 September 1961. During this session, the Governments of Ghana and Portugal were each represented by an agent and counsel. These governments produced before the Commission a number of witnesses. The Government of Portugal produced 22 witnesses whom the Commission had requested to hear by reason of their holding positions involving responsibility for the matters concerning which allegations had been made. Witnesses were also produced by the Anti-Slavery Society. Altogether, the Commission heard 32 witnesses, to whom more than 1,500 questions were put. The two parties to the complaint exercised the right granted to them to put questions to witnesses subject to the control of the Commission.

4. After hearing the witnesses, the Commission adjourned to permit its members to examine the evidence received. It authorised the Chairman to make the necessary arrangements to enable the Commission to visit the territories to which the complaint relates. These arrangements have now been made, and the members of the Commission will shortly go to the territories in respect of which specific allegations have been made in the complaint, with a view to supplementing on the spot the information already available.

5. The Commission will submit a further report to the 151st Session of the Governing Body, in which it hopes to be able to deal with the whole question referred to it and to indicate the results of its examination.

Paul Ruegger,
Chairman of the Commission.
Seventh Item on the Agenda: Report of the Joint Maritime Commission on Its 19th Session  
( Including the Report of the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare on Its Second Session)  

1. The Joint Maritime Commission held its 19th Session from 25 September to 5 October 1961 in Geneva, under the chairmanship of Mr. Merani, Chairman of the Governing Body; the representatives of the Employers' and Workers' groups of the Governing Body were Mr. Campanella and Mr. De Bock, respectively. A list of those attending the session, including the representatives of the United Nations and the Intergovernmental Maritime Consultative Organisati... 

2. The agenda consisted of four items, as follows:  

I. Report of the Director-General.  
II. Manning of ships.  
III. Air conditioning in relation to crew accommodation on board ship.  

The report of the Tripartite Subcommittee is reproduced in Annex B. The proceedings of the session, together with the Commission's conclusions, all of which were adopted unanimously, are set out in the report. The following paragraphs summarise the proposals on which action is required by the Governing Body.  

Second Asian Regional Maritime Conference  
3. The Commission recognised the need for further attention to be given by the I.L.O. to the social conditions of Asian seafarers, including an examination of the steps taken to implement the decisions adopted by the First Asian Regional Maritime Conference (Nuwara Eliya, Ceylon, October 1953). It took note of the resolution adopted at the 26th Congress of the International Transport Workers' Federation in July 1960 urging the holding of a Second Asian Regional Maritime Conference, and unanimously supported the request for the holding of such a conference formulated by the Asian Advisory Committee at its Tenth Session in November 1960.  

The Commission finally expressed the hope that the Conference would now be held at an early date (resolution concerning a Second Asian Regional Maritime Conference).  

6. The Governing Body may wish to take note of the hope expressed by the Joint Maritime Commission that a Second Asian Regional Maritime Conference will be held at an early date, and to request the Director-General to bear it in mind when submitting to the Governing Body his proposed programme of future meetings.  

Refugee Seafarers  
5. The Commission, which at its 16th and 18th Sessions had called attention to the human and social problems facing refugee seafarers who cannot enter or stay lawfully in the territory of any State, was informed that the Agreement relative to refugee seamen, adopted in 1957 at The Hague, had now been ratified by all the eight signatory countries and would enter into force in December 1961, and expressed satisfaction at this development. It recommended that information concerning the rights which refugee seafarers enjoy under national legislation enacted pursuant to the Hague Agreement, and regarding the facilities existing at the Office of the United Nations High Commissioner for Refugees, be more widely disseminated, and urged governments of non-signatory States to join in the ratification of the Hague Agreement (resolution concerning refugee seafarers).  

6. The Governing Body is accordingly invited to authorise the Director-General—  

(a) to communicate the resolution concerning refugee seafarers to governments, requesting them to forward it to the organisations of shipowners and seafarers with a view to providing for the widest possible dissemination of the information set out therein;  
(b) to request governments which are not signatories to the Hague Agreement relative to refugee seamen, 1957, and which have ships on their registers employing refugee seafarers, to give favourable consideration at an early date to the possibility of ratifying this Agreement.  

International Institute for Labour Studies  
7. The Commission noted the establishment of the International Institute for Labour Studies and expressed the hope that in developing its work the Institute would keep in mind the special position of the shipping industry (resolution concerning the work of the International Institute for Labour Studies).  

8. The Governing Body is invited to take note of the resolution concerning the work of the International Institute for Labour Studies and to request the Director-General to bring it to the notice of the Board of the International Institute for Labour Studies.  

Nuclear Tests in Ocean Areas  
9. The Commission expressed its concern about the hazards to seafarers' health which arise in connection with nuclear explosions in ocean areas and appealed to the authorities concerned to make every effort to minimise these hazards so as to ensure a maximum protection of seafarers (resolution concerning nuclear tests in ocean areas).  

10. The Governing Body may wish to authorise the Director-General to communicate the resolution concerning nuclear tests in ocean areas to governments.
Nuclear-Powered Merchant Ships

11. The Commission recognised that the use of nuclear power for the propulsion of merchant ships is a development of great potential significance to the shipping industry, and one in which both shipowners and seafarers have a primary and direct interest. As a consequence it is particularly important that the organisations of shipowners and seafarers should, at all stages, play an appropriate role in consultations and conferences, at international as well as national levels, on all questions of direct concern to them relating to nuclear-powered merchant ships.

12. The Commission recalled the resolution concerning atomic power in shipping adopted by the International Labour Conference at its 41st (Maritime) Session in 1958, which requested the I.L.O., in co-operation with other appropriate international organisations, to study the problems arising from the application of nuclear power to merchant ships, and proposed the establishment, when necessary, of a subcommittee of the Joint Maritime Commission to consider developments relating to safety, liability in respect of accidents and sickness, training, and special conditions of service on board nuclear-powered ships (resolution concerning nuclear-powered merchant ships).

13. The Governing Body is accordingly invited to authorise the Director-General—

(a) to draw the attention of governments to the view of the Commission that organisations of shipowners and seafarers should at all stages play an appropriate role in consultations and conferences, at the international as well as the national level, on all questions of direct concern to them relating to nuclear-powered merchant ships, such as safety, liability in respect of accidents and sickness, specially trained manpower, and special conditions of service;

(b) to arrange, when appropriate, for the participation of a delegation appointed by the Joint Maritime Commission in conferences of other international organisations dealing with questions relating to nuclear-powered merchant ships of direct concern to shipowners and seafarers;

(c) to put forward proposals, when he considers it necessary and after consultations with the Intergovernmental Maritime Consultative Organisation and the International Atomic Energy Agency, for the establishment of a subcommittee of the Joint Maritime Commission to consider developments in relation to safety, liability in respect of accidents and sickness, training and special conditions of service of personnel of nuclear-powered merchant ships.

Reduction of Noise on Board Ship

14. The Commission expressed its approval of the Wages, Hours of Work and Manning Recommendation, 1958 (No. 109), which was adopted by the 41st (Maritime) Session of the International Labour Conference in 1958 without a single dissenting vote, but noted with regret that very few countries have as yet informed the International Labour Office of the steps they have taken or intend to take with a view to implementing the Recommendation. It emphasised the importance of countries taking speedy action on the Recommendation, and proposed that the employment conditions on board ship should have regard both to the conditions of shore employment and to the effects that work at sea has on home life (resolution concerning hours of work on board ship).

15. The Governing Body is invited to authorise the Director-General to communicate the resolution concerning hours of work on board ship to governments.

16. The Commission noted that the harmful effects of excessive noise levels on board ship, particularly in engine rooms, are being studied in various countries and by the World Health Organisation, and that a recommendation concerning noise on board ship was adopted by the Conference on the Safety of Life at Sea in 1960. It agreed that the question of whether or not excessive noise levels present a hazard to health and safety is sufficiently important to merit serious consideration, and proposed that the I.L.O. should undertake a comprehensive study on machinery and equipment noise reduction on board ship for publication with a view to considering what further action might be taken under the auspices of the I.L.O. to promote a solution of the problem (resolution concerning the reduction of noise on board ship).

17. The Governing Body is accordingly invited to authorise the Director-General—

(a) to communicate the resolution concerning the reduction of noise on board ship to governments, with a request that they call the attention of shipbuilders and shipowners' and seafarers' organisations to the problem of machinery and equipment noise reduction;

(b) to arrange for the International Labour Office to undertake a comprehensive study of the effects of excessive noise levels on board ship, and of the possibilities of reducing machinery and equipment noise;

(c) to submit proposals in due course for any further action which could be taken under the auspices of the I.L.O. to promote a solution of the problem of excessive noise on board ship.

Technological Changes in the Shipping Industry

18. It was the view of the Commission that important technological changes are currently taking place in the shipping industry and that these—particularly when they are rapid—may have effects on the working conditions of seafarers which can, in consultation between shipowners' and seafarers' organisations, be mitigated, for example by retraining. The Commission felt, however, that more comprehensive and concrete data are required on the social effects of the technological evolution which is taking place in the shipping industry, and proposed that the I.L.O. should undertake a study of these effects, which it considered should receive the attention of the International Labour Organisation, and publish the information collected (resolution concerning technological changes in the shipping industry).

19. The Governing Body is accordingly invited to authorise the Director-General—

(a) to arrange for the International Labour Office to undertake a comprehensive study of the social effects of technological changes in the shipping industry; and

(b) to put forward proposals in due course for further action which the I.L.O. might take with a view to proposing solutions to the social problems which may arise in connection with technological changes in the shipping industry.

Seafarers' Holidays with Pay

20. The Commission noted that the Paid Vacations (Seafarers) Convention (Revised), No. 92 (1949), has not yet received a sufficient number of ratifications to come into force, although the standards laid down in the Convention have now been exceeded in some countries, and recommended that the question of seafarers' holidays with pay should be considered by the next maritime session of the International Labour Conference with a view to the adoption of a new international instrument (resolution concerning seafarers' paid vacations).
21. The Governing Body may wish to take note of this proposal and request the Director-General to bear it in mind when submitting to the Governing Body proposals for the convening of the next maritime session of the International Labour Conference.

Vocational Training

22. The Commission noted that, although the shipping industry in many countries has been, because of its special needs, one of the pioneers in establishing systems of vocational training which are now well developed, no comprehensive survey of existing national systems is available. While it recognised that in the field of education, including vocational training, it is highly undesirable, even nationally, to attempt to impose rigid or stereotyped patterns which may discourage worthwhile experiments, it nevertheless felt that the preparation in the use of ships' navigational aids and safety devices and the comprehensive survey of existing systems of vocational training schemes and practices could be useful to countries which have only recently established a mercantile marine, and also to the longer-established maritime countries, by enabling them to draw on each other's experience (resolution concerning vocational training).

23. The Governing Body is accordingly invited to authorise the Director-General to arrange for the International Labour Office to prepare a detailed and comprehensive survey of existing systems for the vocational training of seafarers.

Training in the Use of Ships' Safety Devices

24. The Commission took note with appreciation of the information submitted by the Intergovernmental Maritime Consultative Organisation concerning the action which a number of its member governments had taken or which they propose to take to give effect to recommendation No. 39 on the training of masters, officers and seamen in the use of ships' navigational aids and safety devices, adopted by the 1959 International Conference on Safety of Life at Sea, and expressed the hope that this information will be kept up to date and extended to cover all maritime countries.

25. In view of the proposal contained in recommendation No. 39 to the effect that within their respective spheres of activity I.M.C.O. and the I.L.O. should co-operate closely with each other and with all interested governments to ensure that the training of seafarers in the use of navigational aids and safety devices is sufficiently comprehensive and continuously kept up to date, the Commission recommended the establishment of a joint I.L.O.-I.M.C.O. committee on the training of seafarers in the use of safety devices (resolution concerning training of seafarers in the use of safety devices on board ship).

26. The Governing Body is therefore invited to authorise the Director-General to enter into consultation with the Secretary-General of the Intergovernmental Maritime Consultative Organisation with a view to setting up a joint I.L.O.-I.M.C.O. committee to deal with the question of training seafarers in the use of ships' navigational aids and safety devices.

First Watch on Sailing Days

27. The Commission considered that in the interests of safety and efficiency it is important that seafarers are not fatigued when taking a ship out of port, and recommended that the first watches upon departure of a ship should be taken by personnel who, where this is necessary to prevent fatigue, have had an adequate rest period (resolution concerning the first watch on sailing days).

28. The Governing Body is accordingly invited to authorise the Director-General to bring this resolution to the attention of governments and, through them, of national shipowners' and seafarers' organisations.

Manning of Ships

29. The Commission was unable to reach agreement on this question. The views of the two sides are set out in detail in the Commission's report. Essentially, the Seafarers' members proposed the establishment of a tripartite working party to undertake a detailed study of the survey of legislation, collective agreements and practice concerning the manning of merchant ships which had been prepared by the I.L.O. on the basis of up-to-date information submitted by the governments of 37 countries, and to draw up a draft instrument on international minimum manning standards for consideration by a maritime session of the International Labour Conference.

30. The Shipowners' members, on the other hand, stated that they could see no possibility of laying down international manning scales which would mean the same in every country and which would be observed by all countries. One reason for this was that there was no international agreement on the definition of the various units which would make up a manning scale. They recalled the unsuccessful attempts which had been made since 1936 to introduce internationally acceptable manning standards based on social considerations, but pointed out that they were prepared to consider any practical proposals designed to promote a greater measure of uniformity in national manning scales.

31. In the ensuing discussion the two sides pressed their respective points of view, which it proved impossible to reconcile. When put to the vote the draft resolution embodying the Seafarers' proposal was rejected by 15 votes in favour and 15 against.

Air Conditioning in Relation to Crew Accommodation on Board Ship

32. The Commission did not succeed in achieving complete agreement on this question, but in view of the fact that there was a considerable measure of common ground between the two sides, it was unanimously decided that the draft texts put forward by both sides should be submitted to the Governing Body with a request that they be communicated to governments with a view to consultation between the shipowners' and seafarers' organisations in maritime countries.

33. The Shipowners' text, while recognising the growing tendency for new ships intended to trade regularly in hot and humid climates to be fitted with air conditioning or part air conditioning in crew quarters, emphasises the rapid technical developments which are still taking place in air conditioning. It proposes that the I.L.O. should continue to keep its information on air conditioning up to date by inviting member governments to submit information on technical progress in this field and also on the extent to which their merchant ships are fitted out, in whole or in part, with air-conditioned crew quarters. It finally suggests that air conditioning should be discussed by the Joint Maritime Commission at its next session with a view to determining whether further action is required by the I.L.O. (draft resolution concerning air conditioning, submitted by the Shipowners' members).

34. The Seafarers' text emphasises that the installation of air conditioning in crew quarters in ships trading in hot and humid zones increases the efficiency and well-being of the crew members, and proposes that air conditioning should be installed in the crew accommodation of all new ships and, where not deemed impracticable by the appropriate authority, in existing ships and
in ships undergoing substantial repairs or structural alterations. Their text further suggests that the I.L.O. should take steps to revise the Accommodation of Crews Convention (Revised), 1949 (No. 92), in line with this proposal, and pending this revision should draw the proposal to the attention of governments in order that they may take, together with shipowners’ and seafarers’ organisations, practical action with a view to the installation of air conditioning in crew accommodation on board ship (draft resolution concerning air conditioning, submitted by the Seafarers’ members).

35. The Governing Body is invited to authorise the Director-General to communicate the texts of the two draft resolutions on air conditioning to governments, with a request that they be forwarded to the shipowners’ and seafarers’ organisations with a view to joint consultation.

36. The Commission took note with great satisfaction of the resolutions adopted unanimously by its Tripartite Subcommittee on Seafarers’ Welfare at its Second Session, and expressed the hope that speedy and effective action would be taken in the various countries on the conclusions adopted by the Subcommittee (resolution concerning seafarers’ welfare).

37. The Commission noted with particular satisfaction that the resolution concerning international co-operation invites governments and national welfare bodies to give every encouragement to prior consultation and co-operation on specific welfare projects, and in particular cases to undertake joint welfare projects for seafarers in areas of special need. It also recommends that important joint developments of this kind should be reported to the I.L.O. for the information of other member States (resolution concerning international co-operation).

38. The Governing Body is therefore invited to authorise the Director-General to communicate the resolution concerning international co-operation to governments, and through them to the shipowners’, seafarers’ and welfare organisations in the countries concerned, informing them of the hope unanimously expressed by the Joint Maritime Commission that speedy and effective action might be taken on the recommendations contained therein.

39. In another resolution the Subcommittee urges all governments to eliminate charges and restrictions and to expedite formalities on the transit of films, books, tape-recordings and other welfare material intended for the sole use of crews on board ship, and requests the Governing Body to communicate the text of the resolution to the United Nations Educational, Scientific and Cultural Organisation, to the Customs Co-operation Council and to governments (resolution concerning international co-operation).

40. The Governing Body is invited to authorise the Director-General to communicate the resolution concerning customs facilities to U.N.E.S.C.O., to the Customs Co-operation Council and to governments, informing them of the hope expressed unanimously by the Joint Maritime Commission that speedy and effective action might be taken on the recommendation contained therein.

41. In a third resolution the Subcommittee proposes that additional information of the nature of that set out in the first progress report on a world-wide study on welfare facilities for seafarers prepared by the I.L.O. should continue to be collected by the Office for incorporation in a handbook for distribution to governments and shipowners’, seafarers’ and welfare organisations. The resolution further recommends that governments should provide the I.L.O at regular intervals with information concerning developments in welfare for seafarers, and that they should encourage the collection and distribution to visiting seafarers of information concerning the existing welfare facilities in their ports, as well as the provision of their foreign-going ships with suitable information about welfare facilities in the ports where they are likely to visit (resolution concerning the dissemination of information on seafarers’ welfare facilities).

42. The Governing Body is accordingly invited to authorise the Director-General—

(a) to communicate the resolution concerning the dissemination of information on seafarers’ welfare facilities to governments, informing them of the hope unanimously expressed by the Joint Maritime Commission that speedy and effective action might be taken on the recommendations contained therein; and

(b) to arrange for the completion of the world-wide survey on seafarers’ welfare.

43. The Commission finally noted that the Subcommittee considered it desirable to keep questions in connection with seafarers’ welfare under constant review, and that it unanimously recommended to the Governing Body that its next session should take place not later than 1964.

44. The Governing Body may wish to take note of the proposal of the Tripartite Subcommittee on Seafarers’ Welfare that its Third Session should be held not later than 1964, and to request the Director-General to bear this in mind when submitting to the Governing Body his proposed programme of future meetings.

Future Programme of Maritime Work

45. The Commission emphasised in conclusion that the shipping industry is above all a truly international industry, and that many of the social problems with which it has to deal are very similar in the various maritime countries. In these respects it seemed to the Commission to be rather different from most shore industries, and the Commission expressed the strong hope that these considerations would be borne in mind when the Governing Body considered the programme of future meetings on maritime questions.

46. The Commission noted that during its session it had suggested a number of items on which the maritime work of the I.L.O. should proceed. The broad functions of the Commission, which has met 10 times in the last 40 years, are to ensure continuity between maritime sessions of the Conference, and in doing this it guides the maritime work of the Organisation subject to the control of the Governing Body itself.

ANNEX A

Text of the Report of the Joint Maritime Commission

(19th Session, Geneva, September-October 1961)


2. Mr. S. T. MERANI, who as Chairman of the Governing Body is ex officio Chairman of the Joint Maritime Commission, presided at the session; the representatives of the Employers’ group and the Workers’ group of the Governing Body were Mr. P. CAMPANELLA and Mr. N. DE BOCK, respectively. The Commission unanimously elected two Vice-Chairmen: Sir Richard SNEDDEN (Shipowners’ member, United Kingdom) and Mr. J. S. THORE (Seafarers’ member, Sweden). The session was attended by 15 regular members and two deputy members accompanied by seven advisers on the Shipowners’ side, and 15 regular members and four deputy members accompanied by ten advisers on the Seafarers’ side. A list of those attending the session is given in Appendix I to the present report. * Representatives of the United Nations and the Intergovern-

* This list is not reproduced here.
The Joint Maritime Commission to attend as observers invited in accordance with article io of the Standing Orders during the discussion of items of common concern to their organisations and the I.L.O., were also present. The Secretary-General was Mr. A. Ammar (Assistant Director-General of the I.L.O. and concurrently Secretary-General Mr. T. H. Bratt (Chief of the Maritime Division of the I.L.O.).

**Agenda**

3. The agenda of the session, as fixed by the Governing Body at its 145th Session (May 1960), comprised the following four items:

I. Report of the Director-General.

II. Manning of ships.

III. Air conditioning in relation to crew accommodation on board ship.


The International Labour Office had prepared a report on each of the first three items on the agenda, and the Commission also had before it the report on the proceedings of the Second Session of the Tripartite Subcommittee on Seafarers' Welfare.

**Tribute to Former Members**

4. At the opening sitting, Mr. Ammar welcomed the delegates on behalf of the Director-General and paid tribute to the memory of the late Mr. Ingvald Haugen and Commander Teodoro Rostiani. He expressed profound regret at the sudden death of Mr. A. L. W. MacCallum which had occurred on his journey to Geneva to attend the meeting. The resignations of Sir Thomas Yates, who had recently retired, and Mr. Omer Bécu had deprived the Joint Maritime Commission of two more of its active members. Sir Richard Snedden associated himself with the tribute paid to former members of the Commission and said that Mr. MacCallum, who had for so many years been one of the wise counsellors, would be long remembered for his active participation in the work of the Commission and that the departure of Sir Thomas Yates and Mr. Bécu also represented a great loss.

**Director-General's Report**

5. The Commission had before it for discussion as the first item on the agenda, a Report which, in conformity with the usual practice, briefly reviewed recent events in the work of the Commission and that the departure of Sir Thomas Yates and Mr. Bécu also represented a great loss.

6. The representatives of the two sides expressed the view that the Report provided a useful basis for discussion of the questions which were of current interest to the shipping industry. The Seafarers felt, however, that the Report might have given a more thorough treatment of both social and economic developments in recent years. The maritime industry had during the period since the Commission last met passed through a period of great prosperity in recent years, and in countries where there was full employment ashore it simply was not true to suggest that seafaring was a hard life which was undertaken by seafarers because they went to sea because they wanted to go to sea.

7. The recession, which had particularly affected tankers and tramp shipping, had not adversely affected the conditions of employment of seafarers because of the strength of their national and international organisations, but a number of seafarers in the advanced maritime countries had left the sea and found employment on land. This had created a serious shortage of qualified ships' personnel, and conditions of employment had been improved in many countries with the aim of attracting more suitable men and retaining those already employed in the maritime industry. One was doing this was to further improve the conditions of work on board ship and to take all possible steps to offset the traditional hardships of life at sea.

8. In the opinion of the Seafarers the Report glossed over the problem of flags of convenience. It was clear from the statistical information set out in the Report that a number of States which had acquired flags for their merchant fleets were not a traditional maritime country—had now become the third-ranking maritime nation. In addition, more had been made recently to register ships in certain traditional maritime countries to obtain special privileges. Seafarers everywhere were unanimous in strongly opposing the practice of registering ships under flags of other countries for the purpose of evading the obligations attached to the ownership of ships. The Seafarers pointed out that the President of the United States had set up a commission to consider the question of flags of convenience, which was now functioning. The Office should take action with a view to implementing Article V of the 1958 Convention on the High Seas, which established the principle that there should exist a genuine link between the State and the ships on its register.

9. The Shipowners stated that there were good reasons why the Director-General's Report dealt at length with the economic problems which had for some time beset the shipping industry. In the first place, had the Report done so, the Shipowners would have said that the Joint Maritime Commission was not the forum in which to discuss these matters. In the second place, the Report attempted to deal with the general economic problems of the shipping industry, the Office would have had to deal with problems of the type which in certain quarters of the industry. The Office simply was not in a position to express a balanced and authoritative view on these problems. It was quite true that the recession had been due to a number of factors, the Seafarers for the excess of world tonnage and, for that matter, world shipbuilding capacity. Shipowners did not build ships unless they thought they were going to be profitable, and this, of course, meant more employment for seafarers. The statement that freight rates were too high was, to say the least, curious, since, after all, the seafarers themselves had greatly benefited from high freight rates.

10. The Shipowners agreed that in many countries—though not in all—the shipping industry was in competition and, indeed, in desperate competition with shore industries to obtain adequate and efficient manpower. They pointed out, however, that this in itself made it really quite unreasonable to claim that there was a shortage of sea-going manpower. Of course, nothing could alter the fact that when a ship was at sea the crew were not at home with their families. Their hardship could be mitigated, but it could not be abolished. Conditions of employment had vastly improved in recent years, and in countries where there was full employment ashore it simply was not true to suggest that seafaring was a hard life which was undertaken by seafarers because they could not get any other job. The truth was that seafarers went to sea because they wanted to go to sea.

11. The Shipowners emphasised that they could not, of course, express a collective view on the question of flags of convenience. This subject had been on the agendas of the Preparatory Technical Maritime Conference (Copenhagen, 1950) and the 41st (Maritime) Session of the International Labour Conference in 1956, and there strong but conflicting views had been expressed, but nothing had still been held. Many Shipowners agreed with the opinion expressed by the Seafarers' members.

12. The Indian Shipowners' member referred to the problem of flag discrimination, which presumably was included in the reference in the Report to "restrictive practices", and this could not be confused with the protection of national shipping in the developing countries; it should also be distinguished from discrimination in respect of port charges, pilotage, etc.

It was, in his opinion, the right and obligation of developing countries to promote their merchant marine commensurate...
with their needs. The Shipowners' member from the Federal Republic of Germany considered that the problem of raising wages had to be dealt with in a less impatient manner than it had been, since the tonnage of ships under such flags had diminished and was most likely to continue to do so. The United States Shipowners' member expressed the view that it was essential that a shipowner, or a European country if he preferred to do so, to register their ships under other flags, in order to maintain a merchant navy commensurate with their needs. He agreed that this practice gave rise to a number of complications, but it had not been possible to solve these yet.

**Conditions of Asian Seafarers.**

13. The Seafarers drew attention to the conditions of Asian seafarers, which were still far from satisfactory. Wages on Asian vessels, for example, remained at reasonably low levels, the average monthly pay of an Indian ordinary seaman being £12 10s. od. per month; it had to be remembered, as far as the individual seaman was concerned, that he could only count on employment for six months in the year. It was therefore deplorable that many owners from other countries were employing Asian seafarers at low wages and under working conditions which would not be tolerated on ships manned by European crews. This practice was spreading, and it was known that a number of European ships trading in the Far East had their Asian seamen's wages reduced by the ratio of one to one, which had reduced their wage bill by more than 50 per cent. The Seafarers emphasised that it was necessary to remove the threat which this practice constituted to the social standards obtained by seafarers in advanced maritime countries.

14. Even compared with those of their fellow-countrymen ashore, Asian seafarers' conditions were unsatisfactory. They worked longer hours and were not covered by social security schemes. The Seafarers concluded that as there were still many thousand Asian seafarers whose wages and other conditions of employment were substantially below the minimum standards laid down in the *Washington Work and Manning* (See Recommendation No. 109), adopted in 1958, the time had now come for energetic action to be taken to give effect to the provisions of this Recommendation and in particular Paragraph 2, which provides for a basic monthly wage of not less than £25.

15. The Seafarers also pointed out that while the first Asian Regional Maritime Conference held at Nusawa Eiya in October 1953 had stimulated progress in many Asian countries, the decisions taken at the Conference now needed to be followed up, and further problems affecting conditions of Asian seafarers should be examined at the international level. The Seafarers embodied their views in two draft resolutions, one which proposed the convening of a Second Asian Regional Maritime Conference and the other requesting that Recommendation No. 109 be brought to the special attention of the proposed Conference.

16. The Shipowners agreed to the proposal for the convening of a Second Asian Regional Maritime Conference, as the first Conference had in some respects served a useful purpose. They pointed out, however, that in urging the application of the provisions of Recommendation No. 109 in relation to Asian seafarers, the Seafarers must not lose sight of the important qualification in Paragraph 2 which stated: "Provided that, in determining the minimum pay or wages in the case of ships in which are employed such groups of ratings as necessitate the employment of larger groups of ratings, account could otherwise be had of equal pay for equal work, special factors may be taken into account, such as the extent of the employers' and any differences in crew costs incurred by the shipowner consequent upon the employment of such ratings." Without the inclusion of this proviso the Shipowners could not have voted for Recommendation No. 109.

17. The Shipowners emphasised that wages could not be considered an isolated factor but must be related to the number of seafarers required on board each ship. Since vessels manned by Asian seafarers still generally required larger crews than vessels manned by European seafarers, the wages of Asian seafarers could not be as high as those of European seamen. Account had to be taken of the fact that in employing Asian seamen shipowners had to meet a number of extra charges, which the wages of these industries in Asia should also be taken into consideration.

18. The Shipowners proposed that the draft resolution concerning a Second Asian Regional Maritime Conference be amended to incorporate an appropriate reference to Recommendation No. 109 and that, as a consequence, the other draft resolution be withdrawn. The Seafarers accepted the proposal for this draft resolution to be withdrawn and the consolidated text was adopted unanimously. The text of the resolution as adopted is reproduced in Appendix II.1

**Refugee Seafarers.**

19. The question of what further assistance the Joint Maritime Commission could render to alleviate the plight of refugee seafarers was raised by both sides. It was pointed out that the Agreement relative to refugee seamen adopted in 1937 at The Hague had now been ratified by all the eight signatory countries, namely Belgium, Denmark, France, the Federal Republic of Germany, the Netherlands, Norway, Sweden and the United Kingdom, and that as a consequence the Agreement would enter into force at the end of 1961.

20. The Seafarers submitted a draft resolution which recommended that information concerning the rights of refugee seafarers under legislation and pursuant to the Hague Agreement and the facilities of the Office of the United Nations High Commissioner for Refugees be more widely disseminated by the governments and organisations of shipowners and seafarers in countries which have ships employing refugee seafarers, and urged governments which are not signatories to the agreement and which have ships employing refugee seafarers to ratify the Agreement. The Shipowners pointed out that the draft resolution was in conformity with decisions which had been taken by the International Shipping Federation as well as at previous sessions of the Joint Maritime Conference and at the 41st (Maritime) Session of the International Labour Conference in 1958 and stated that they fully supported the proposal.

21. The Seafarers referred to the establishment of the International Institute for Labour Studies, and to the desirability of the Institute paying attention to the study of maritime questions. The Commission agreed to express the hope that in developing its work the Institute would keep in mind the special position of the shipping industry, and adopted a draft resolution to this effect. The text of the resolution as unanimously adopted appears in Appendix IV.1

**Nuclear Tests in Ocean Areas.**

22. The Commission briefly considered the question of the special health hazards to seafarers which arise in connection with nuclear explosions in ocean areas, and unanimously adopted a draft resolution which recommended that information concerning the rights of refugee seafarers should be examined at the international level. The Seafarers embodied their views in two draft resolutions, one which proposed the convening of a Second Asian Regional Conference and the other requesting that Recommendation No. 109 be brought to the special attention of the proposed Conference.

23. A number of speakers referred to the question of nuclear-powered vessels which was dealt with in the Report of the Committee of Experts on Nuclear-Powered Merchant Ships. The United States Seafarers' substitute member pointed out that his country had an agreement covering conditions of employment on the Savannah and that they expected to obtain useful experience from the operation of this ship.

24. The Seafarers' members submitted a draft resolution which proposed the setting-up of a working party of the Joint Maritime Commission to study matters in connection with nuclear-powered ships. It was suggested that a delegation of the Joint Maritime Conference should take part in conferences of other international organisations dealing with questions in connection with nuclear-powered ships.

25. The Seafarers recommended that the proposed working party should take the following points into consideration: personnel in charge of or serving in nuclear-powered ships...
ships should be given the required special training at the shipowner's expense and the necessary safety precautions in nuclear-powered ships should be laid down in consultation with bona fide seafarers' organisations. The Manning scale of a nuclear-powered ship should be at least equal to that of a conventional ship of the same capacity. In nuclear-powered ships the chief and second engineers, as well as other watch-keeping engineers, in addition to holding the appropriate certificate of competency, should have completed an extensive and adequate course of training, covering a thorough knowledge of the principles and the working of the ship's reactor and of the relevant health and safety regulations and the main steps of emergency watch-keeping engineers adequate but less extensive courses of training in the principles of nuclear operation should be provided. A suitable course of training should also be provided for the remaining watch-deck personnel, namely stewards and stewards' mates and stewardesses and, where necessary, other officers of nuclear-powered ships should likewise undergo an adequate training course in those fundamental principles and working of the ship's reactor and in the relevant safety and health precautions.

26. The Shipowners broadly concurred in the view that the organisations of shipowners and seafarers should play a vital role in the development of national and international standards relating to nuclear-powered merchant ships and emphasised the great potential significance to the shipping industry of the present and future development of nuclear propulsion. They pointed out, however, that time was not yet ripe for the convening of a working party to examine the various aspects of nuclear-powered ships. For one thing, no economic nuclear-powered merchant ship had been put into service; for another it was not clear when or how such ships would be produced, and, before such ships could be introduced, either at all or in any numbers. The Shipowners therefore proposed that the Office should supplement the useful technical information which had been submitted to the present session of the Commission and, when developments warranted it, arrange for the convening of a meeting of a subcommittee of the Joint Maritime Commission to consider developments. These views were embodied in a draft resolution.

27. The two drafts were referred to a small working party which was able to reach agreement on a text acceptable to both sides. This text, as adopted unanimously by the Commission, is set out in Appendix VI.1

Hours of Work on Board Ship

28. The Seafarers' members raised the question of hours of work on board ship which was dealt with in the Report, and emphasised that this question was one of the most important problems facing the shipping industry. They pointed out that working hours on board ship should keep pace with those in shore industries and stated that there was a great necessity but an almost insurmountable difficulty for the purpose of increasing the shipping industry's power to attract and retain sufficient and suitable personnel.

29. They stressed that the requirements of employment on board were necessarily different from those of employment on shore and that the hardship to the seafarer in the form of "captive time" and separation from normal social and home life. In their view, it was necessary to reconcile the social needs of seafarers with the requirements of safety and efficiency by a system which combined working hours with compensatory leave ashore.

30. The Seafarers considered that in many areas of the world the eight-hour day as stipulated in the Wages, Hours of Work on Board Ship and Manning (Sea) Recommendation No. 109, 1958, had not been achieved, whereas in other parts this standard was being applied and in certain countries had been surpassed. It was reasonable to expect all maritime countries to accept the principle of the eight-hour day which had been generally approved with the unanimous adoption by the International Labour Conference of Recommendation No. 109 in 1958.

31. The Seafarers put their views into a draft resolution which recommended the conclusion of national collective agreements and collective agreements in ship design, new and improved kinds of propulsion machinery and various aids to navigation. While it was generally agreed that these developments had tended to render most ships more efficient and more economic to operate than in the past, it was pointed out that the smaller ships employed in limited navigation had not benefited from this trend and were in fact no less expensive to operate than previously.

1 See above, p. 102, footnote 1.

32. The Shipowners agreed that hours of work represented a question of primary importance to the shipping industry, and referred to the considerable improvements which had been made in this field through negotiations between the two sides at national level. They also pointed out that Recommendation No. 109 was the first international instrument on hours of work on board ship to be generally acceptable to the International Labour Conference.

33. They stressed that, although more than three years had passed since the Recommendation was adopted, only a few countries had yet informed the I.L.O. of the measures they had taken or which they intended to take to give effect to the Recommendation. In their opinion the important point in connection with the question of hours of work was to achieve agreement immediately on the recommendation of Recommendation No. 109 in those countries which did not already apply it.

34. The Shipowners pointed out that the Seafarers, by putting forward a number of principles to be applied in connection with the determination of working hours, were seeking to go further than those countries which had already applied Recommendation No. 109, and that the I.L.O. should take a lead in promoting a satisfactory solution to the problem. They also suggested that the I.L.O. should be empowered to undertake any steps which might be necessary to bring Recommendation No. 109 in those countries which had not yet introduced it into national legislation.

35. The Shipowners embodied their views in a draft resolution which noted with regret that only very few countries had yet informed the I.L.O. of their intentions with regard to Recommendation No. 109, and requested the Secretary-General of the I.L.O. to bring this question to the attention of governments in the hope that they would supply as quickly as possible the fullest information to the I.L.O. on how far their national legislation and collective agreements were in conformity with the Recommendation.

36. The two draft resolutions were referred to a small working party which was able to agree on a text satisfactory to both sides. The text of the resolution as adopted unanimously is reproduced in Appendix VII.1

Reduction of Noise on Board Ship

37. The Seafarers' members pointed out that one of the particularly harmful effects of noise was upon the hearing of seafarers engaged on board ships equipped with certain new propulsion machinery and that noise, if it exceeded certain levels, was injurious both to health and well-being. They also suggested that the I.L.O. should be empowered to undertake any steps which might be necessary to bring Recommendation No. 109 into effect in those countries which had not yet introduced it into national legislation.

38. The Seafarers stated that attention had been devoted to the problem by the World Health Organisation and that the Advisory Committee on Safety of Life at Sea had adopted a recommendation concerning noise on the bridges of ships. They felt, however, that a more comprehensive study of the measurement of reduce control of reduction and equipment on board ship needed to be undertaken by the I.L.O., which should take a lead in promoting a satisfactory solution to the problem. They also suggested that the I.L.O. should call the attention of governments, shipbuilders, shipowners' and seafarers' organisations to the desirability of reducing machinery and equipment noise.

39. The Shipowners doubted whether it had been established that any serious problem as yet existed, but agreed that the question of whether machinery and equipment noise level on board ship, particularly in engine rooms, was so great as to be injurious to the health and well-being of seafarers, was already being studied in a number of countries. They agreed that the I.L.O. should publish a comprehensive study on machinery and equipment noise reduction on board ship.

40. The two drafts were referred to a small working party which agreed on a combined text. This text as unanimously adopted by the Commission is reproduced in Appendix VIII.1

Technological Changes in the Shipping Industry

41. A number of speakers dealt with the technological developments which were having place in the shipping industry and referred to the considerable improvements which had been made in this field through negotiations between the two sides at national level. It was also pointed out that Recommendation No. 109 was the first international instrument to be generally acceptable to the International Labour Conference.
42. The Seafarers' members expressed the opinion that technological changes had far-reaching effects on the working conditions of seafarers by bringing about substantial savings in labour and changes in skill requirements. These two changes would be unlikely to reduce the hours of work, but they might affect the type of work, the quality of work, and the cost of production. They pointed out that the I.L.O. should take steps to ensure that the new working conditions, such as the introduction of automation, would not result in the loss of jobs. They also suggested that the I.L.O. should encourage shipowners to provide training and education for seafarers to adapt to the new working conditions.

43. The Seafarers also pointed out that the benefits of improved technology should be shared with the seafarers in the form of higher wages and shorter hours. These benefits were not evident in a draft resolution which also requested the I.L.O. to undertake a comprehensive study of the social effects of technological changes with a view to considering what further action could be taken in this field by the I.L.O.

44. The Shipowners' members agreed that a great deal had been achieved in recent years in improving efficiency and reducing the cost of operation; this had been necessary to enable some existing ships to continue in service and for new ships to be put into service. Seafarers had already benefited in that more jobs were available and the work was easier.

45. The Shipowners stated that for practical reasons they were unable to support the principles relating to the sharing of benefits suggested in the Seafarers' draft. There might well be a case for a Labour-Employers' agreement to share the cost of new equipment and other modernisation, but this might be the only way of enabling a ship to pay her way and therefore to give employment. They emphasised that similar principles had been included in the certain shore-based industries and that even there the practical application of the principles had given in many cases rise to considerable difficulties.

46. After a lengthy discussion the Commission unanimously adopted an amended version of the Seafarers' draft resolution which proposed further action to be taken by the I.L.O. in conformity with the Seafarers' original proposal. The text of the resolution as adopted is given in Appendix IX.1

Holidays with pay.

47. The Seafarers' members expressed deep disappointment at the fact that the Paid Vacations (Seafarers) Convention (Revised), 1949 (No. 91), had not yet entered into force owing to lack of ratifications. They pointed out that although the standards laid down in the Convention had now been surpassed in many countries, it was still essential that countries, and in particular the developing nations, should ratify the Convention and implement its provisions.

48. The Seafarers stressed that annual holidays with pay were one of the most important compensations for the hardships which the seafarers suffered because of the nature of their employment. It provided both to officers and ratings the necessary rest from work and an opportunity to participate in family life. An extra leave period with pay should be granted as a reward for long service and following prolonged periods on overseas service.

49. The Seafarers submitted a draft resolution in which they proposed the establishment of a new international instrument to supplement Convention No. 91 and based on the following principles: seafarers should be given leave with pay of not less than 24 working days per year. Additional leave should be guaranteed in respect of long service with the same owner or long service abroad. Leave should not be liable to be lost by chance cash except in very special circumstances by agreement. Unless otherwise agreed, leave should be given in the home port. During each period of 12 months one vacation period of not less than 14 consecutive days should be granted. Transportation costs to enable a seafarer to take his leave, including the fare to and from the home town, should be borne by the owner. It was also essential to establish the principle of fixed charges on at least two occasions per year. Holiday pay should consist of basic wages at the rate specified by the collective agreement, subsistence pay and an adequate holiday allowance.

50. The Shipowners said that the fact was that the Convention was not being implemented by the member states in accordance with the conditions laid down in this Convention. The Shipowners' members voted against it at the time and warned the Conference that the Conventions would be inoperative. It was their undeniable opinion that the I.L.O.'s efforts on this point had been a failure, and the objective of the Seafarers' resolution was to make a new start. In fact, the only way in which this could be done was to put the item on the agenda of the next maritime session of the Conference.

51. The suggestion that holidays with pay should be included as a separate item in the agenda of the next maritime session of the International Labour Conference was acceptable to the Seafarers, and a draft resolution embodying the suggestion was unanimously adopted by the Commission. The text of the resolution as adopted is reproduced in Appendix X.1

Vocational Training.

52. Several speakers referred to the question of vocational training of seafarers which was dealt with in the Report. They mentioned developments in this field which had taken place in their own countries and emphasised that a well-trained and highly-skilled labour force was more essential to the shipping industry now than ever before. They stated that the industry itself had been a pioneer in regard to training and that as a result there existed a great variety of training schemes, all of which were very comprehensive and were highly successful because they were constantly being brought up to date.

53. The Seafarers' members proposed that the Commission should establish a working party which should draw up a draft Convention concerning the training and occupational qualifications of seafarers. They recommended that the proposed working party should take the following suggestions into consideration:

(a) vocational training should be available to all seafarers to enable those who follow the sea as a career to rise to the top of their profession; educational grants should be established, including maintenance allowances to provide opportunities for obtaining higher qualifications;
(b) in the training of both officers and ratings attention should also be paid to the needs of those who were to participate in family life. An extra leave period with pay should be granted as a reward for long service and following prolonged periods on overseas service;
(c) practice tends to differ from one country to another, but experience has shown the desirability of basing classification and promotion on certain basic principles;
(d) there should be at least three grades of certificate for navigation and engineering officers, and appropriate grades of certificate for radio officers;
(e) there should be three grades of certificate for radio officers, the lowest of which should be the present second-class radio officer's certificate;
(f) training of all officers should be both practical and theoretical in character and should take account of the special conditions of the particular type of ship, including a suitable combination of shore and sea training as prescribed by the competent authorities in agreement with bona fide organisations of seafarers;
(g) an able seaman should have had at least three years' service on deck and should pass an examination before being graded as such. Time spent on pre-sea training and on board a training ship should be suitably recognised in assessing qualifying time for certificates. Apart from a practical knowledge of seamanship, including the handling of a lifeboat, examination requirements should include basic nautical knowledge;
(h) a boatswain should hold an able seaman's certificate and should have had at least three years' service on deck and be able to acquire the necessary knowledge and ability to perform as a boatswain's duties;
(i) an engine-room and stokehold personnel should be afforded opportunities for pre-sea training. An able seaman should have had at least three years' service on deck and should pass an examination before being graded as such. Time spent on pre-sea training and on board a training ship should be suitably recognised in assessing qualifying time for certificates. Apart from a practical knowledge of seamanship, including the handling of a lifeboat, examination requirements should include basic nautical knowledge;
(j) efficient organisation of the catering and cleaning services is an essential requirement, both for the welfare of the crew and good relationships on board. The personnel concerned should be suitably trained, and the performance of these duties, including the cleaning of the cabins, should be the responsibility of the chief steward. Officer status for the head of the catering department should be nationally determined. Catering personnel should serve suffi-

1 See above, p. 102, footnote 1.
ciently long in the lower ranks to acquire the necessary standard of knowledge, ability and proficiency for the proper operation of the equipment.

54. The Shipowners were opposed to any attempt to impose rigid or stereotyped patterns of vocational training schemes nationally or internationally. In this field particularly nothing should be done to discourage worth-while experience in training establishments in the various countries. The Commission had before it for consideration, as its third item on the agenda, a comprehensive survey of existing vocational training systems established in the various countries. It was felt that the publication of such a survey could be extremely useful to countries which had only recently established such training agencies and to the longer-established maritime countries by enabling them to draw on each other's experience. Both the Shipowners' and the Seafarers' members stressed most emphatically that the sort of survey they had in mind must be really detailed and comprehensive. It would be useless for them to discuss a superficial report on this subject. The proposal for the preparation of such a detailed survey was embodied in a draft resolution, which was unanimously adopted. The resolution as adopted is set out in Appendix XI.

55. After further discussions between the groups it was agreed that it was desirable for the I.L.O. to undertake a comprehensive survey of existing vocational training systems established in the various countries. It was felt that the publication of such a survey could be extremely useful to countries which had only recently established such training agencies and to the longer-established maritime countries by enabling them to draw on each other's experience. Both the Shipowners' and the Seafarers' members stressed most emphatically that the sort of survey they had in mind must be really detailed and comprehensive. It would be useless for them to discuss a superficial report on this subject. The proposal for the preparation of such a detailed survey was embodied in a draft resolution, which was unanimously adopted. The resolution as adopted is set out in Appendix XI.

56. The Commission had before it for the discussion of the question of training in the use of ships' safety devices a report prepared by the Intergovernmental Maritime Consultative Organisation on the basis of data received from 26 governments representing some 100 million tons of gross tonnage out of a world tonnage of about 130 million tons. The report showed the action that the governments had taken or which they proposed to take to give effect to recommendation No. 39 on the training of masters, officers and seamen in the use of aids to navigation and other devices, adopted by the 1960 International Conference on Safety of Life at Sea.

57. The representative of I.M.C.O. pointed out that training in the use of ships' safety devices was a most important question, because no matter how well-built a ship might be or how elaborately equipped it was, the safety of the ship and therefore the responsibility of the master, was essentially one of the organisation of work on board ship and therefore the responsibility of the master.

58. The Seafarers' members emphasised the importance of training in the use of safety devices and pointed out that the proper operation of electronic aids to navigation required not only individual reading of the vast amount of information at which the Seafarers' training upon the job. They fully recognised the danger to navigation of having complicated safety devices operated by untrained personnel. The Indian Seafarers' member said that his Government had supplied interesting information on the facilities for safety training in India, which were indeed very advanced, and he provided the Commission with a detailed survey of the present position in this respect in his country.

59. The Seafarers stated that the subject of safety training was ripe for constructive action at the international level and proposed that the Commission should recommend the setting up of a joint I.L.O.-I.M.C.O. committee to deal with the question of training in the use of navigational aids and safety devices.

60. The Shipowners' members welcomed the information supplied to I.M.C.O. on the subject of safety training by 26 governments representing some 100 million tons of gross tonnage. It was agreed to request the Governing Body to set up a working party to come to any conclusions as set out in the Seafarers' resolution. It was, in any event, little or no evidence that there really was a safety problem in any part of the world, and the matter must be dealt with on the basis of its economic operation and maintenance of such equipment.

61. After a lengthy discussion, in the course of which the Shipowners emphasised the urgency of practical action in regard to safety training, the Commission unanimously agreed to require the Governments to provide full information on the setting-up of a joint committee. The decision was set out in a resolution, the text of which appears as Appendix XII.

First Watch on Sailing Days.

62. The Seafarers raised the question of fatigue among seafarers and this received considerable attention. The Seafarers' members replied that there was no use prescribing a period of rest where there was no means of ensuring that it was taken. Nor could it really be considered that the hours in port were a means of ensuring that it was taken. Nor could it really be regarded as a period of rest as set out in the Seafarers' resolution. It was, in any event, no use prescribing a period of rest where there was no means of ensuring that it was taken. Nor could it really be considered as a period of rest unless there was no work involved. This substantially reduced their efficiency during the most dangerous part of the voyage, namely when the ship was leaving port, and some accidents had occurred which could be traced back to fatigue on the part of the watch-keeping personnel. The Seafarers suggested that the Commission should recommend the inclusion in collective agreements or maritime regulations of provisions which would set out that the first watch taking on sailing days should be given an adequate rest period of at least six hours before undertaking watch-keeping duties.

63. The Shipowners' members replied that there was little or no evidence that there really was a safety problem as set out in the Seafarers' resolution. It was, in any event, no use prescribing a period of rest where there was no means of ensuring that it was taken. Nor could it really be considered that the hours in port were a means of ensuring that it was taken. Nor could it really be regarded as a period of rest as set out in the Seafarers' resolution. It was, in any event, little or no evidence that there really was a safety problem in any part of the world, and the matter must be dealt with on the basis of its economic operation and maintenance of such equipment.

64. The Commission eventually agreed to request the Governing Body to bring to the attention of the governments of member States and through them of shipowners' organisations the view that the first watches upon departure of a ship should be manned by personnel who, where this is necessary to prevent fatigue, have had an adequate rest period. This decision was embodied in a resolution, the text of which appears in Appendix XIII.

Manning of Ships.

65. The Commission had before it for consideration, as the second item on the agenda, a comprehensive survey of legislation, collective agreements and practice concerning the determining of manning standards in 37 countries. The material utilised in the report was compiled from the replies to a questionnaire which the I.L.O. had despatched to all member States in August 1960.

66. The report dealt with the formal and procedural aspects of manning, including the determination of manning regulations, the enforcement of manning provisions and the machinery for investigating and settling complaints and disputes which may arise in connection with the manning of ships. The report included a summary of the collective agreements and practice concerning the substantive aspects of manning, including the quantitative and qualitative side, and also briefly dealt with the qualifications required...
for officers and ratings of merchant vessels. It summarised in broad terms the information provided by governments which was not available anywhere else. The I.L.O. had thereby performed a very useful and important service to the Commission and to the shipping industry as a whole.

The representatives of both sides pointed out that the question of manning was a very complex one. The report clearly showed the often wide divergencies between the requirements of the different countries, but also brought out the similarities between national systems. They expressed appreciation for the information provided by the governments of the countries which had replied to the questionnaire and stated that a great deal of information had come to light which was not available anywhere else. The I.L.O. had thereby performed a very useful and important service to the Commission and to the shipping industry as a whole.

68. The Seafarers' members reviewed the report in some considerable detail and stated that it was the first study of all the factors affecting the manning of ships, including those of a safety, technical, economic and social character. They pointed out that although it was the practice in most countries to establish detailed manning scales for general application to merchant vessels, certain countries, including the third-ranking maritime nation, Liberia, had not yet established any statutory manning regulations. The Seafarers emphasised the importance of each country not only possessing a national system of prescribing and approving the manning of individual ships but also maintaining adequate minimum manning standards to secure the strictest observance of the prescribed manning scales.

69. The Seafarers stated that they had found the information relative to the number of officers and ratings normally carried in certain representative categories of ships especially useful as it enabled a fairly precise comparison to be made of the practices pursued in various countries. It was clear, however, that apart from the necessary diversification of duties arising from the nature of the cargo carried, there was no definite pattern of the manning of similar categories of ships could be distinguished.

70. The Seafarers referred to the attempts which had been made over the years to establish minimum manning standards at the international level, and agreed that these efforts had primarily resulted in the general acceptance of the principle that ships should be safely manned. The I.L.O. had been attempting since 1936 to establish more precise and comprehensive manning standards based on social conditions, i.e. the crew carried should be large enough to enable each member of the ship's personnel to fully enjoy the benefits of advanced social standards relating to hours of work, weekly rest, holidays with pay and other working conditions. They pointed out that the small industries, but the instruments adopted by the International Labour Conference had not been capable of securing sufficient support to enable them to enter into force. While this showed the difficulties involved, it did not prove that the task of developing international minimum standards and laying down guiding principles for application in national collective agreements was an impossible one. The wide divergencies which existed rather demonstrated the need for dealing with the question at the international level.

71. The Seafarers' members embodied their views in a draft resolution which proposed the setting-up of a tripartite working party to study and prepare a draft instrument on international minimum manning standards for consideration by a maritime session of the International Labour Conference. It was considered that the working party should be composed of equal numbers of government, shipowners' and seafarers' members, the government members to be drawn from the Joint Maritime Commission, and the other members from the Joint Maritime Commission.

72. The Seafarers' members proposed the following principles for consideration by the proposed working party:

(a) all ships should carry sufficient personnel to ensure safe navigation and efficient operation and to permit of the working of normal hours except in cases of emergency;

(b) optimum standards of manning should be laid down by legislation or collective agreement for all ships;

(c) in view of the special responsibilities of the master and chief officer as well as the chief engineer, they should be free from normal routine watch-keeping duties. On vessels carrying more than three radio officers the chief radio officer should be free from all routine watch-keeping duties;

(d) sufficient officers—deck, engineer and radio—should be provided with a watch-keeping system with a certificated officer on watch at all times;

(e) in general, a minimum of four deck officers in addition to the master, and four engineers in addition to the chief engineer, should be carried in foreign-going ships;

(f) sufficient deck ratings should be carried in addition to the boatswain and carpenter, to permit of a three-watch system with at least three ratings in each watch, in accordance with the principles expressed in subparagraph (a);

(g) likewise the engine-room personnel should include, in addition to watch-keeping officers, an adequate number of men with practical experience of the job so that the three-watch system can be maintained at all times;

(h) likewise in the catering department, sufficient personnel should be carried to permit of the working of normal hours, having regard to the size of the crew, the number of passengers and the services required;

(i) of the deck ratings at least two-thirds should be certificated, the qualifications of the remainder to be a matter for national arrangement;

(j) in view of the great increase in the amount of clerical work on board, special clerical assistance should be provided;

(k) a qualified electrician should be carried in ships where the electrical equipment necessitates it;

(l) apprentices, when carried, should be supplementary to the agreed manning scale;

(m) mess attendants should be carried according to the size of the crew and the quarters to be served. They should form part of the catering department. Crew manning personnel should be under the direct control of the chief steward;

(n) where specialist medical personnel is not carried, provision should be made for the inclusion in the crew of an officer or rating, specially and adequately trained, for first-aid and nursing duties and supervision of hygiene on board;

(o) with reference to subparagraphs (i) and (l), the manning of sea-going training ships will call for special arrangements according to the training undertaken.

73. The Shipowners' members stated that they could see no possibility of laying down the manning of ships in terms of a so-called social manning scale. They agreed that no practical solution was possible to secure comparable manning in the different countries, but each time it had failed, and the Shipowners saw no possibility of laying down international manning scales which would cover and be applicable in all countries. The I.L.O. had attempted to do so several times since 1936, but each time it had failed, and the Shipowners saw no possibility of laying down the manning of ships in terms of a so-called social manning scale. The Shipowners referred to the attempts which had been made over the years to establish minimum manning standards at the international level, and agreed that these efforts had primarily resulted in the general acceptance of the principle that ships should be safely manned. The I.L.O. had been attempting since 1936 to establish more precise and comprehensive manning standards based on social conditions, i.e. the crew carried should be large enough to enable each member of the ship's personnel to fully enjoy the benefits of advanced social standards relating to hours of work, weekly rest, holidays with pay and other working conditions. They pointed out that the small industries, but the instruments adopted by the International Labour Conference had not been capable of securing sufficient support to enable them to enter into force. While this showed the difficulties involved, it did not prove that the task of developing international minimum standards and laying down guiding principles for application in national collective agreements was an impossible one. The wide divergencies which existed rather demonstrated the need for dealing with the question at the international level.

74. The Secretary-General of I.M.C.O. stated that he did not believe that his organisation would wish to appoint Government members to the joint committee proposed by the Seafarers. In the ensuing discussion the two sides pressed their arguments, but the Seafarers remained firm in the view that it was impracticable to reconcile. When put to the vote the draft resolution proposed by the Seafarers' members was rejected, the vote being 15 for and 15 against.
Air Conditioning in Relation to Crew Accommodation on Board Ship

75. The Commission had before it for discussion, as the third item on the agenda, a report prepared by the International Labour Office which gave a brief survey of ventilation on board ship and examined the influence of heat and humidity on human beings and the advantages of air conditioning. The report also contained a general outline of the principles of air conditioning and the various components. It described in detail the problems relating to marine air conditioning and referred to various systems and to the problem of high velocity and recirculation. It further considered the question of installing air conditioning in existing vessels and vessels undergoing substantial repairs not deemed impracticable by the appropriate authority, and the possible time for the installation of air conditioning in new tonnage and in existing ships.

76. The seafarers' members stated that the report provided a satisfactory and well-balanced basis for discussion and pointed out that the question of air conditioning had been dealt with by seafarers' organisations in several instances, both nationally and internationally. A United Kingdom Ministry of Transport instruction which had recently come into force provided that air conditioning should be installed in the hospitals of vessels sailing in tropical areas. Apart from this there were no other statutory regulations or collective agreements in any country that prescribed the installation of air conditioning in crews' quarters. It was, nevertheless, a fact that most tankers and many dry cargo ships built in the last two years had been fitted with air conditioning. This proved that shipowners had realised the importance of providing air conditioning on board their ships.

77. The Seafarers pointed out that air conditioning was important to the well-being and health of crews and that shipowners would benefit by the reduction of costs due to illnesses among seafarers and by an increase in productivity. They realised that seafarers could not be protected at all times from climatic conditions, that air conditioning installed in cabins and mess rooms provided adequate relaxation in a healthy and congenial atmosphere and enabled crews to rest properly during off-duty hours. It was important that the difference between outside temperature and the temperature prevailing in the air-conditioned spaces was kept at a reasonable level, as an excessive difference might adversely affect seafarers' health.

78. The Seafarers had been particularly interested to read about the cost of installing air conditioning and that they had concluded that this was comparatively small, approximately 2.5 per cent of the total cost of the ship. A more difficult problem was the installation of air conditioning in existing vessels. The report pointed out that including the existing ventilation arrangements, the generator capacity, the space for the equipment and in some cases installation problems. These difficulties might be overcome by choosing suitable types of conditioning equipment. It was emphasised that the Commission should not discuss the relative merits of one system over another, but that it should confine itself to the establishment of the principles of air conditioning and the various complications concerning ventilation, which required a certain number of changes in a given period, and this was a matter that should be looked into. The Seafarers suggested that the Commission should not discuss the relative merits of one system over another, but that it should confine itself to the establishment of general principles for inclusion in the Accommodation of Crews Convention (Revised), 1949 (No. 92).

79. The Shipowners' members pointed out that conditions were rapidly changing and that great developments were taking place in air-conditioning installations. Some shipowners felt that in a few years' time in certain trades and of all new vessels and of trade and that it should also be installed in all existing ships when undergoing substantial repairs or structural alterations. The point was a field in which techniques were changing rapidly.

80. The Shipowners submitted a draft resolution which took note of the growing trend for air conditioning to be installed in new ships trading regularly in hot and humid zones and which at the same time referred to the rapid changes in technology, and explained that it was still being made. The draft resolution proposed that the I.L.O. should keep information on the subject up to date so that when the Joint Maritime Commission met in its next session it would have before it the information which would enable the programme that had been made on the basis of this it could decide whether there was need for any further action to be taken.

81. The Shipowners' members stated that they could not accept the firm recommendations in the Seafarers' draft that air conditioning of crews' quarters should be installed in all new tonnage irrespective of size of vessel and of trade and that it should also be installed in all existing ships when undergoing substantial repairs or structural alterations. The principle was in conformity with the view held by the Subcommittee, including the guiding principles adopted at its First Session in Naples in 1959. They pointed out that in their view it was much more likely that fruitful international co-operation would be the result of consultation in the field of seafarers' welfare; and international co-operation in establishing and operating welfare facilities for seafarers.

82. The Shipowners submitted a draft resolution which proposed, inter alia, that air conditioning should be installed in all new vessels and that it should also be installed in all existing ships when undergoing substantial repairs or structural alterations.

83. The Seafarers made a further suggestion that the Joint Maritime Commission met in its next session it would have before it the information which would enable the programme that had been made on the basis of this it could decide whether there was need for any further action to be taken.

84. For the consideration of the fourth item on the agenda, the Commission had before it the report on the proceedings of the Second Session of the Tripartite Subcommittee on Seafarers' Welfare. The conclusions of the Subcommittee, all of which had been adopted unanimously, related to customs facilities for films, ships' libraries and other welfare material intended for the use of crews on board ship; the dissemination of information on seafarers' welfare facilities; and international co-operation in establishing and operating welfare facilities for seafarers.

85. The Seafarers' members expressed satisfaction with the results achieved so far by the Subcommittee, which had proved to be a useful body. They pointed out, however, that a great deal still remained to be done, as progress in the field of seafarers' welfare in many countries had been inadequate and too slow. The provision of adequate welfare facilities was particularly important at the present time, when the need to attract and retain competent personnel in the shipping industry had become particularly acute.

86. While it was true that certain provisions of the Seamen's Welfare in Ports Recommendation, 1936 (No. 48), had been implemented in many countries, international co-operation was still lagging behind. It was, therefore, particularly gratifying that at its Second Session the Subcommittee had been able to formulate unanimously agreed proposals for the establishment of international welfare organisations for undertaking joint international welfare projects in areas where there was a special need for welfare facilities for seafarers. The Seafarers proposed that the Commission adopt a draft resolution which would express the hope that governments and welfare organisations would take speedy action on this and the other recommendations adopted by the Subcommittee at its Second Session.

87. The Shipowners' members welcomed this proposal and stated that they fully supported the conclusions reached by the Subcommittee, including the guiding principles adopted at its First Session in Naples in 1959. They pointed out that in their view it was much more likely that fruitful international co-operation would be the result of consultation. From the point of view of practical results, therefore, they expected that the international co-operation referred to in the resolution on cooperation concerning international welfare organisations for the Subcommittee would be between these bodies rather than between the governments of member States, although, of course, exceptions were possible.

88. The Seafarers fully endorsed this statement, which was in conformity with the view held by the Subcommittee, including the guiding principles. The text of the resolution as adopted is given in Appendix XVII.1

1 See above, p. 102, footnote 1.
Future Programme of Work

9. The Commission at its present session, as this report shows, has suggested a number of items on which the maritime work of the I.L.O. should proceed. The Joint Maritime Commission has in fact met 15 times in the last 40 years. Its broad functions are to ensure continuity between maritime sessions of the Conference, and in doing this it guides the maritime work of the Organisation, subject to the control of the Governing Body itself. The shipping industry is above all a truly international industry, and many of the social problems with which it has to deal are very similar in the various maritime countries. In these respects it seems to the Commission to be rather different from most shore industries, and the Commission expresses the strong hope that these considerations will be borne in mind when the Governing Body is considering the programme of future meetings on maritime questions.

Discussion and Adoption of the Report

90. The Commission considered the draft report on its proceedings at its 12th sitting and unanimously approved the report in its present form, including the conclusions set out in Appendices II to XIII and in Appendix XVII.

S. T. Merani, Chairman.

ANNEX B

Text of the Report of the Tripartite Subcommittee on Seafarers’ Welfare

(Second Session, Geneva, September 1961)

Composition of the Subcommittee

1. In conformity with a decision of the Governing Body of the International Labour Office taken at its 148th Session (March 1961), the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers’ Welfare held its Second Session at the International Labour Office in Geneva from 18 to 21 September 1961, under the chairmanship of Mr. J. Goldberg (Government member, United States).

2. The Vice-Chairmen were Captain O. I. Loennechen (Shipowners’ member, Norway) and Mr. J. Ramderi (Seafarers’ member, India). The Subcommittee also appointed a Reporter, Mr. A. Wood (Government member, United Kingdom). A list of the members who attended the session is given in Appendix I to the present report. The Secretary-General of the meeting was Mr. A. Ammar (Assistant Director-General of the I.L.O.); Mr. T. H. Bratt (Chief of the Maritime Division of the I.L.O.) was Assistant Secretary-General.

Agenda

3. The agenda of the session, as fixed by the Governing Body at its 145th Session (May 1960) comprised the following two items:

I. Welfare facilities for Asian seafarers in non-Asian ports.

II. Welfare facilities for seafarers in general, including methods of administration and financing (first progress report on a world-wide survey).

4. The Subcommittee had before it a report on seafarers’ welfare facilities, including facilities for Asian seafarers in non-Asian ports, which had been prepared by the International Labour Office on the basis of official data compiled from the replies of the governments of 27 member States of the I.L.O. in response to a questionnaire which the Office had addressed to all the member States of the Organisation on 13 April 1961.

Opening of the Session

5. The session was opened by Mr. Ammar, who welcomed the delegates on behalf of the Director-General. Mr. Ammar recalled the results achieved at the First Session of the Subcommittee in Naples in 1959 and the excellent atmosphere which had prevailed at that time, and expressed the hope that this meeting would be equally successful. The report prepared by the Office substantially confirmed the conclusions of the 18 principles which had been adopted unanimously at its First Session, and also showed the need for more active co-operation between the various organisations concerned with seafarers’ welfare.

6. In view of the mandate given to the Subcommittee and the resolutions urging promotion of international co-operation in the field of welfare, the question of modifying or adopting the 18 principles adopted unanimously or with an overwhelming majority in the post-war period by the Joint Maritime Commission and by maritime sessions of the International Labour Conference, it might be appropriate for the Subcommittee now to give consideration to the ways and means of translating the 18 principles into practical action.

General Discussion

7. The Subcommittee first held a general discussion on the items included in its agenda. The Shipowners recalled their attitude towards seafarers’ welfare and the task of the Subcommittee which they had stated at Naples. In particular, they emphasised that the Subcommittee should not attempt the drawing-up of a model welfare plan to be universally accepted but should rather frame its conclusions in such flexible terms that shipowners could fully adhere to the 18 principles adopted at Naples which could for a long time to come serve as useful guides to countries in their development of welfare facilities for seafarers. Though necessarily incomplete, because a considerable number of governments of maritime countries had not furnished the requested information, the data given in the report were of very great value, and the report itself was the best that existed. It was an extremely good start.

8. The question before the Subcommittee was to decide if, as a result of any information given in the report, the principles adopted at Naples should be modified or amplified. In their view the report conclusively showed that the Subcommittee could not modify the 18 principles adopted at Naples which had been confirmed by all the seafarers. The report did in fact reveal much which had not been known to the Seafarers’ members. It clearly showed the need for a more planned development of seafarers’ welfare services in order to avoid overlapping and duplication of effort, and thereby a waste of resources which in many countries were inadequate.

9. The Seafarers expressed appreciation of the efforts made by the 27 governments which had replied to the I.L.O. questionnaire, but emphasised that there were a great many gaps in the report owing to the lack of information from a number of the member States. The report showed that welfare facilities at oil ports were inadequate or non-existent, although in these ports the need was particularly strong. The report did not show that much work had not been known to the Seafarers’ members. It clearly showed the need for a more planned development of seafarers’ welfare services in order to avoid overlapping and duplication of effort, and thereby a waste of resources which in many countries were inadequate.

10. There had not been a great many developments since the First Session, and the main task now was to consider what could be done to further encourage the implementation of the 18 principles adopted at Naples. The Seafarers felt that the question of financing was of the utmost importance and that governments might be asked to do more in this field. The absence of machinery to promote the development of adequate welfare facilities on an international basis was acutely felt. The circulation of books and films should be facilitated by the removal of customs duty and the easing of import restrictions and formalities, and effective steps should be taken to make information on the welfare facilities at the ports which they visited easily available to all seafarers.

II. The Seafarers considered in particular that it was essential that there should be some sort of machinery between the Subcommittee and the national welfare organisations which could facilitate discussion of welfare problems, explore locations where welfare facilities were required and possibly undertake joint projects in such locations. While in the present circumstances it might not be possible to set up a world-wide machinery of this nature, a start could be made by setting up a European regional organisation whose members would be the maritime countries of Europe, which had a long tradition of organising welfare schemes for seafarers. It should be understood that such regional machinery should not be restricted to considering only schemes within its own region.

1 Not reproduced here.
12. The Seafarers further suggested that the data presented in the report should be utilised as a basis for an international port welfare guide, which could be prepared in the form of a loose-leaf booklet. The Subcommittee had already at Naples recognised the need for reliable information on the various welfare facilities in the ports of the world to be readily available to all seafarers, and it could now appropriately recommend the I.L.O. to complete the survey upon which the publication of such a guide could be based. They fully recognised the magnitude of the task, but felt convinced that in view of the practical usefulness of such a guide to seafarers of all nations, the various national welfare organisations would actively assist the I.L.O. in all possible ways in the preparation of the guide.

13. The Norwegian Government member stated that the 18 principles had proved to be a very useful document and that during a recent voyage he had been able to see for himself that a great deal of encouraging development in seafarer welfare had been taking place all over the world. While co-operation between welfare agencies left a good deal to be desired in many ports, he had been particularly impressed by the extent of co-operation between the agencies and the port authorities of Hong Kong, Bangkok, Chicago and New York. The need for co-operation was particularly acute at the port level, and the Subcommittee might encourage co-operation in ports. He fully agreed with the Shipowners that the Subcommittee should not aim at developing uniformity, because each situation required its own particular approach. Experience in Bangkok, Manila, Casablanca and various oil ports tended to prove the usefulness of co-operation between several countries and agencies in establishing and managing welfare facilities for seafarers.

14. The United Kingdom Government member expressed satisfaction with the 18 principles, which were a solid piece of work which could stimulate action in all countries. It was therefore important that they be as widely known as possible. It was clear from the report that much useful work had been done in many countries; this should be acknowledged by the Subcommittee, which might also note that the governments of a considerable number of maritime countries had not provided information in response to the I.L.O. questionnaire. The Subcommittee would be ill-advised to attempt to lay down a specific system of financing, since thereby it might force upon a country a system which was entirely foreign to it. The usefulness of recommending a specific kind of machinery for international co-operation was doubtful, but he agreed with the idea of a port guide, although it was to be asked whether the preparation of such a publication could not best be undertaken by governments or national organisations. There was a real need to remove restrictions on the exchange of books and films intended for the use of ship's crews, and an appeal could usefully be made to the Customs authorities to remove such restrictions.

15. The Shipowners' member for India pointed out that the 18 principles had already in a considerable effect in India, where a determined effort was now being made to solve the question of providing adequate welfare facilities for seafarers. The 1958 Merchant Shipping Act provided for the framing of rules for the levy of a welfare charge. The Indian Seafarers' member emphasised that welfare facilities for Indian seafarers were entirely inadequate, and in spite of the setting-up of a Welfare Board in India in 1958 very little had so far been achieved. He pointed out that in Asian countries there was a general lack of welfare facilities for Asian seafarers, but also that in Asian countries the difficulty had arisen for Indian seafarers as a result of the currency and exchange restrictions introduced by the Government; these were so strict that Indian seafarers in foreign-going ships had virtually no freedom of movement for spending in foreign ports. In these circumstances they were prevented from making use of the welfare facilities abroad which could be of assistance. He was therefore of the opinion that the development of welfare facilities in Asian countries by publishing detailed information on the well-developed facilities in other countries was desirable.

Discussion of Draft Resolutions

16. The Indian Seafarers' member emphasised that welfare facilities for Asian seafarers were entirely inadequate, and in spite of the setting-up of a Welfare Board in India in 1958 very little had so far been achieved. He pointed out that in Asian countries there was a general lack of welfare facilities for Asian seafarers, but also that in Asian countries the difficulty had arisen for Indian seafarers as a result of the currency and exchange restrictions introduced by the Government; these were so strict that Indian seafarers in foreign-going ships had virtually no freedom of movement for spending in foreign ports. In these circumstances they were prevented from making use of the welfare facilities abroad which could be of assistance. He was therefore of the opinion that the development of welfare facilities in Asian countries by publishing detailed information on the well-developed facilities in other countries was desirable.

17. At the third sitting the Seafarers' members introduced three draft resolutions, one urging governments to remove obstacles to the free circulation of books and ships' libraries, another recommending that the I.L.O. should publish a loose-leaf handbook on welfare facilities in individual ports, and the third proposing the convening of a conference of European maritime nations for the purpose of establishing European regional machinery to assess and promote joint welfare schemes in locations where such schemes were needed.

18. The draft resolution on customs facilities was generally approved by the Subcommittee. The Shipowners expressed entire agreement with the intention of the text and proposed that it be expanded to include a reference also to the need for providing general information in the ports. Certain Government members stated that they were prepared to support in their own countries measures to implement the proposals put forward in the text. Reference was also made to the Agreement on the importation of educational, scientific and cultural materials adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organisation in 1950, and it was pointed out that this instrument was designed to facilitate the free flow of books, publications and educational, scientific and cultural materials. The Seafarers accepted the amendments proposed by the Shipowners and the draft resolution as amended; the draft resolution as amended, the text of which appears as Appendix III, was unanimously adopted by the Subcommittee.

Dissemination of Information

19. The draft resolution dealing with a world handbook of seafarers' welfare facilities in ports gave rise to some considerable discussion. The Shipowners expressed serious reservations regarding the possibility of providing information in the international port guide; in the first place it was doubtful whether such a guide could be entirely accurate and up to date, and in the second place the responsibility for informing seafarers of the facilities available in the ports rested upon the port authorities which had at their disposal all the necessary information to produce really useful information pamphlets.

20. The Seafarers maintained that the handbook would fill a real need because in a large number of ports there was no or little information about facilities available. Reference had been made to the Seafarers' draft which had been raised against the Seafarers' draft. The Government members further proposed that governments should be asked to provide information on welfare facilities and tourist attractions in their national ports and make this available to ships visiting the ports. The Government members further proposed that governments should make arrangements for providing their foreign-going ships with general information about welfare facilities in the ports which they were likely to visit.

21. After further discussion the Government members put forward a resolution amended which had been raised against the Seafarers' draft. The Government proposal also introduced the idea that governments should encourage the collection of information on welfare facilities and tourist attractions in their national ports and make this available to ships visiting the ports. The Government members further proposed that governments should make arrangements for providing their foreign-going ships with general information about welfare facilities in the ports which they were likely to visit.

22. The Government text was generally acceptable to the Shipowners; clearly, however, there would be difficulties, even if the material was available, in getting it on board beforehand. The Seafarers expressed their agreement with the text and emphasised the importance of the I.L.O. receiving further information of the nature of the data set out in the report, at three-yearly intervals. In particular, governments should be asked to provide information on the action which they had taken to give effect to the principles enunciated in the Naples declaration. The Government members accepted amendments proposed by the Shipowners and the draft resolution as amended was unanimously adopted. The text of the resolution is given in Appendix III.1

1 The resolutions adopted by the Subcommittee, the texts of which are given in Appendices II-IV to its report, are not reproduced here. They have been published in Official Bulletin, op. cit., pp. 73-74.
International Co-operation

23. The draft resolution on international co-operation which proposed the establishment of regional machinery in the European area to assess and promote joint welfare schemes was strongly opposed by the Shipowners. They stated that they fully appreciated the purpose of the draft to stimulate international co-operation but feared that the proposal to convene a conference without any clearly defined practical object would only delay progress in this field. In their experience the need for permanent machinery of the kind envisaged in the draft was not generally felt in the European region, where welfare facilities were well developed. The practice was for the interested parties to get together on an ad hoc basis when the question arose of establishing joint welfare facilities in the new ports, particularly those outside Europe. It was unreasonable to expect countries with little or no shipping interests to bear the burden of providing facilities for the seafarers of other countries, but these latter countries should be asked to contribute to welfare facilities in the ports of non-maritime countries.

24. The Shipowners embodied their views in a revised text which recommended that every encouragement should be given to cooperation on specific welfare projects between the national welfare bodies where ships or seafarers are directly concerned, and also drew the attention of governments to the fact that in some cases international co-operation was not only useful but necessary.

25. The United Kingdom Government member agreed with the principle that representatives of national welfare organisations should meet to discuss common problems, but it would be undesirable to institute machinery for international co-operation. Primary responsibility for seafarers' welfare rested upon the national organisations, and individual countries should, as a general rule, provide facilities for all visiting seafarers. Joint projects in non-European ports could always be discussed and planned in ad hoc meetings by the different national organisations which were interested in the projects. The Norwegian Government member pointed out that the representatives of the Scandinavian welfare boards met regularly to consider problems of common interest, including the establishment and management of joint projects. They were interested in similar discussions with the representatives of organisations in other countries, but it would not be advisable to establish any rigid system of co-operation.

26. The Seafarers' members emphasised that it was not their intention that rigid and bureaucratic machinery should be set up, but the purpose of the text was to implement the principle of international co-operation by establishing machinery which could give practical expression to that principle. Such machinery existed among the Scandinavian countries where it had worked satisfactorily.

27. To reconcile the opposing views the Government members submitted a text which was subsequently referred to a working party; the latter was able to achieve agreement on a text acceptable to both Shipowners and Seafarers. The text of the draft resolution as amended by the working party was unanimously adopted by the Subcommittee; it is set out in Appendix IV.1

Next Meeting of the Subcommittee

28. The Seafarers' members pointed out that it was desirable to keep questions in connection with seafarers' welfare under constant review and proposed that the next session of the Subcommittee should take place not later than 1964. The Subcommittee unanimously agreed that a recommendation to this effect should be addressed to the Governing Body of the I.L.O.

Asian Seafarers in Non-Asian Ports

29. The Indian Government member raised the question of welfare facilities for Asian seafarers in non-Asian ports, and the Subcommittee agreed that that question had been dealt with in the Naples declaration and was also covered by the general conclusions embodied in the resolutions adopted at the present session.

Discussion and Adoption of Report

30. The Subcommittee considered the draft report on its proceedings at its seventh sitting and unanimously approved the report in its present form, including the conclusions set out in Appendices II, III and IV.

Albert Wood, Joseph P. Goldberg, Reporter, Chairman.

1 See above, p. 109, footnote 1.
APPENDIX VIII

Eighth Item on the Agenda: Report of the Technical Meeting on Small-Scale and Handicraft Industries

At its fifth sitting, the Governing Body decided to defer consideration of this item to its 151st Session. The report of the Technical Meeting on Small-Scale and Handicraft Industries, held in New Delhi from 3 to 15 October 1961, was summarised in the Official Bulletin of the International Labour Office, Vol. XLV, No. 1, Jan. 1962, pp. 42-44.

APPENDIX IX

Ninth Item on the Agenda: Report of the Meeting of Consultants on the Problems of Young Workers

At its fifth sitting, the Governing Body decided to defer consideration of this item to its 151st Session. The report of the Meeting of Consultants on the Problems of Young Workers, held in Geneva from 30 October to 4 November 1961, will be published in the Appendices to the Minutes of the 151st Session of the Governing Body.

1 See above, fifth sitting, p. 38.
4 A summary of this report will be found in Official Bulletin, Vol. XLV, No. 1, Jan. 1962, pp. 54-57.
APPENDIX X

Tenth Item on the Agenda: Report of the Asian Advisory Committee on Its 11th Session

1. The 11th Session of the Asian Advisory Committee was held in Geneva from 6 to 10 November 1961. The session was attended by seven Government members, four Employers' members and four Workers' members. Mr. Umagliya (Government member, Ceylon) was elected Chairman, and Mr. Tata and Mr. Monk were elected Vice-Chairmen. The report of the Committee is attached for the information of the Governing Body.

2. 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. Special I.L.O. long-term programme for raising incomes and living conditions in rural communities in Asia.

IV. Problems of youth on the threshold of employment.

V. Trade union practices (covering employers' as well as workers' organisations).

VI. Modernisation and revitalisation of small-scale and rural industries.

VII. Application of international labour standards to Asia, with particular reference to the Plantations Convention, 1958 (No. 110).

VIII. Vocational training in Asian countries.

IX. Promotion of rural employment in Asia.

3. There was a full discussion of the various items on the agenda. Members of the Committee made many useful comments and suggestions bearing on the operational and research activities of the Office. These observations have been carefully noted, to be taken into account in the development of future I.L.O. programmes in Asia.

4. The Governing Body has decided that the Fifth Asian Regional Conference should be held in November-December 1962. The Asian Advisory Committee had indicated at its Ninth Session that it would not be necessary to convene a meeting of the Committee during the year in which an Asian Regional Conference was to be held. In the light of these considerations the Committee examined the question of what recommendations to make to the Governing Body concerning the agenda of its next session, on the assumption that it would be held in 1963. The Committee had a preliminary discussion of subjects that might be proposed for the agenda. It considered, however, that as there would in all probability be an interval of two years before the next session of the Committee, it would be premature to make definite recommendations at the present session. The Committee invited two members drawn from each of the Government, Employers' and Workers' groups of the Committee, who are also members of the Governing Body, to come together informally on the occasion of meetings of the Governing Body in order to arrive at decisions on recommendations to be submitted concerning the agenda and to make the recommendations to the Governing Body on behalf of the Committee in May-June 1962.

5. The Governing Body is requested—

(a) to take note of the report of the Asian Advisory Committee on its 11th Session;

(b) to note the arrangements suggested by the Committee for the submission of its recommendations concerning the agenda of the 12th Session of the Asian Advisory Committee.

ANNEX

Text of the Report of the Asian Advisory Committee
(Eleventh Session, Geneva, 6-10 November 1961)

1. The Eleventh Session of the Asian Advisory Committee was held in Geneva from 6 to 10 November 1961. The session was attended by seven Government members (Australia, Ceylon, China, France, India, Japan and the U.S.S.R.), four Employers' members (Mr. Aykut, Mr. Greve, Mr. Minshiro and Mr. Tata) and four Workers' members (Mr. Ahmad, Mr. Ambekar, Mr. Haraguchi and Mr. Monk). Representatives from the United Nations and from the International Organisation of Employers also attended the meeting as observers.

2. The Committee elected Mr. Umagliya (Government member, Ceylon) as Chairman and Mr. Tata (Employers' member, India) and Mr. Monk ('Workers' member, Australia) 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. Special I.L.O. long-term programme for raising incomes and living conditions in rural communities in Asia.

IV. Problems of youth on the threshold of employment.

V. Trade union practices (covering employers' as well as workers' organisations).

VI. Modernisation and revitalisation of small-scale and rural industries.

VII. Application of international labour standards to Asia, with particular reference to the Plantations Convention, 1958 (No. 110).

VIII. Vocational training in Asian countries.

IX. Promotion of rural employment in Asia.

4. 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.

5. The Pakistan Workers' member noted with appreciation the decision of the Governing Body to consider the question of holding a session of the Asian Advisory Committee in Asia in connection with its consideration of the budget proposals for 1963 at its 131st Session. At its Ninth Session...
the Committee had also recommended attendance, on an ad hoc basis, by one or two experts who would be designated by each of the Workers' and Employers' groups of the Committee, in order to have a more thorough and informed awareness by the technical nature of the items on the agenda. He expressed the hope that this recommendation of the Committee would receive due consideration when the question of the next session of the Committee was discussed by the Governing Body at its 151st Session.

Technical Assistance.

6. The Ceylon Employers' member stressed the need for consultation with employers' and workers' organisations in the country in which it was intended to undertake a technical assistance project. This was of particular importance in fields such as productivity, labour-management relations, in which employers' and workers' organisations have a vital interest and have so much to contribute to the success of the project. He gave as an example the sending of an expert in labour-management relations who would have been given a warmer welcome and received greater co-operation if the employers' and workers' organisations had been informed, and preferably consulted, before he was appointed.

Employment Objectives.

7. The U.S.S.R. Government member drew the attention of the Committee to paragraph 6 of the report, which informed the members that the recommendation of the 46th Session of the International Labour Conference in a resolution concerning employment policy had requested the Governing Body "to give high priority to the placing on the agenda of the next session of the International Labour Conference, not later than 1963, of an item concerning employment policy ". However, the report, in the same paragraph, also stated that the Governing Body had decided to consider the question at the 47th (1963) Session of the International Labour Conference. This was in clear contradiction of the firmly expressed recommendation of the Conference. Every effort should be made to discuss the question at the 47th Session of the International Labour Conference, and the preparatory technical conference should therefore be held in 1962. The Indian Workers' member also stressed that the preparatory technical conference should be held in 1962 to enable representatives of countries and was planning further action in this field.

Unemployment among Educated Youth.

8. The Indian Employers' member emphasised the dangers arising from the mounting unemployment of educated youth and urged that practical remedial action be taken, in which the I.L.O. could participate. He suggested that the Committee, in its advisory capacity, give priority to vocational training should be taught at the same time (for example plumbing, carpentry, wiring, etc.). The I.L.O. could give a lead in urging a vocational bias in education in less developed areas, some way should be found to restrict the provision of education and workers' education had been last discussed in 1959 and should be placed on the agenda of the next session of the Committee.

9. The Chinese Government member noted that the I.L.O. had sent experts in workers' education to Asian countries and was planning further action in this field. The importance of vocational training had been emphasised by the I.L.O. had limited resources at its disposal, and although these resources had increased as far as workers' education was concerned they were still inadequate. In view of the increase in the number of member countries of the I.L.O. and the importance attached by the I.L.O. to social and economic education in less developed areas, some way should be found to restrict the provision of education in fields such as steel and cement. The Indian Employers' member added that the I.L.O. should encourage governments to set up such committees which would ensure the workers' co-operation and enable them to receive a fair share of the benefits of increased productivity.

Productivity.

10. As far as I.L.O. programmes for improving productivity were concerned, the Indian Workers' member observed that such programmes were not taking sufficiently into account the social aspects of productivity improvements. The Pakistan Workers' member stated that what was needed was the improvement of productivity in some Asian countries was the large proportion of industry in the public sector, where political appointments resulting in inefficient management. What was needed in Asian countries was the improvement of productivity studies and improvements. The Indian Employers' member called for a more practical approach by the I.L.O. on productivity questions, especially as regards sharing the benefits of improved productivity. The Indian Employers' member added that productivity increases were little understood by managers and workers and aggravated already existing mistrust. The Indian Employers' member, however, said that productivity was relatively simple, but to estimate the efficiency of management, machines and savings in raw material was much more difficult. System of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult. The system of annual bonus payments to workers, wider profit motive and savings in raw material and machinery was much more difficult.
in private or public industry, joint studies could take place. Where workers were convinced that they would not be adversely affected by measures for productivity improvement, they would refuse to co-operate in the institution of such measures. He could not agree with the Indian Employers' member's view that the I.L.O. should confine its activities to the simpler aspects of increases in labour productivity. The workers might lose the benefits of increased productivity through, for instance, management inefficiency. Moreover, the public regulation of prices of key commodities in a sellers' market did not necessarily guarantee the interests of the ultimate consumers, as there might be leaks in the distribution circuits. The Australian Workers' member mentioned that one solution to the problem of productivity shortage might be the establishment of a national productivity index. This step was under consideration in Australia. The I.L.O. should also resume its work in the field of productivity measurement. They were not only interested in the benefits that workers but the community as a whole. The representative of the Director-General, in response to certain points raised in the discussion of this question, pointed out that the I.L.O. productivity missions had concentrated on the more intensive use of capital assets and on the better utilisation of skilled workers who were in short supply. There was not a single I.L.O. productivity project which had called for retraining or lay-off of workers. Much of the work of I.L.O. missions had been undertaken in publicly owned industries. Increased productivity of course raised the question of disposing of increased output, calling for improved management techniques. This was one of the reasons why the I.L.O. programme of development had come into being.

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

Developments and Trends.

1. Several members of the Committee commented on what they regarded as the changes in emphasis of the technical assistance programme. In regard to the modes of technical assistance, the Indian Government member noted with approval that the need for a more generous approach to equipment provision was being recognised in the United Nations Special Funds projects. There was also a need for advanced countries to supply information on such matters as trade nomenclature and standard testing and to furnish trade manuals and visual aids. The Chinese Government member stated that his Government was strongly of the opinion that Special Fund allocations to the I.L.O. should be increased in order that Asian countries might receive increased benefits.

2. The Indian Government member drew the attention of the Committee to the shifts in emphasis in the technical assistance programme. In contrast to the emphasis which had been placed in the technical assistance programme on equipment provision, he indicated that the technical assistance had increased in order that Asian countries might receive increased benefits.

3. The Indian Government member noted the increasing importance of vocational training. He drew attention to the need for increased emphasis on vocational training and management development. He emphasised the need for care in selecting experts; they needed expertise, and in the case of experts from developing countries it was important to associate a number of countries from the same region, to have real meaning. The I.L.O. had been asked to review the situation and the contents of this report were submitted to the Committee at a future session.

4. The representative of the Director-General, commenting on the question of recruiting more experts from the region, said that this was linked with a recent resolution adopted by the United Nations Economic Council. While it might be difficult to secure the release of experts from developing countries it was important to associate a number of countries from the same region, to have real meaning. The I.L.O. had been asked to review the situation vis-à-vis the contents of this report. The Committee at its next meeting would be requested to review the contents of this report at a future session.

5. The representative of the Director-General replied to a number of points raised by members of the Committee. With regard to higher relative allocation for certain fields of technical assistance, he stated that the I.L.O. had been urged by a number of members of the Committee, and particularly by the Burmese Employers' member, to increase the allocation of funds for technical assistance to Asia. He noted that there had been only a few Asian participants. This kind of course had not been available in the United Nations Technical Assistance Programme. He urged increased allocation in the field of co-operation, in the case of Asia showing a virtual absence of counterparts. The representative of the Office described the difficulties which had been experienced in securing suitable counterparts as well as the limitations of the I.L.O.'s possibilities in this regard.

Review of Project Activities.

16. A number of members of the Committee commented on projects under implementation or which might be implemented in their own countries. The Chinese Government member mentioned the request of his Government to the I.L.O. for assistance in implementing projects which would give a stimulus to a national automotive training centre. The groundwork for this project had been carried out in 1954, and the Chinese Government had since been given to 4,000 workers. This activity had often been referred to as the Chinese example of technical assistance undertaken in China (Taiwan). His Government therefore hoped that the I.L.O. would give full consideration to the request for assistance under the Special Fund. The Indian Workers' member mentioned the importance of mechanisation of the handloom textile and coir industries in his country. These industries were of great importance in the welfare of the workers, and widespread technical assistance in this regard could contribute greatly to progress.

Evaluation of Selected Projects.

17. On this question the discussion mainly centred on the validity of the experts supplied under the technical assistance programmes. The Australian Government member noted that in the case of the expert in labour statistics sent to Indonesia the success of the project had undoubtedly been due to the quality of the expert. As it appeared desirable, if possible, to secure the services of experts from the Asian region for technical assistance projects in the region, he wished to pose the question as to whether such experts should be sent to Indonesia in fact spared by their own countries. The Indian Workers' member pointed out that contrary to generally held opinion such experts were in fact often available in certain fields owing to maladjustments and incertitudes in the economic development of the countries. He suggested that increasing numbers of these experts should be utilised in the technical assistance programme. Consideration should further be given as to the services of nationals experts could be utilised in their own countries. The Burmese Employers' member stressed the need for care in selecting experts; they needed expertise, which was needed to understand the local situation. Conditions in the area should be carefully studied beforehand and the advice of the government as well as employers' and workers' organisations sought. He also considered that there was a need to select the right kind of experts, the representative of the Office described the difficulties which had been experienced in securing suitable counterparts as well as the limitations of the I.L.O.'s possibilities in this regard.

Special I.L.O. Long-Term Programme for Raising Incomes and Living Conditions in Rural Communities in Asia

18. The Indian Government member observed that most Asian countries were in the process of development and that rural development was the key to the economic development of these countries. In the rural development programmes of Asian countries expansion of employment opportunities and the generation of adequate income was of the essence. The representative of the Office described the difficulties which had been experienced in securing suitable counterparts as well as the limitations of the I.L.O.'s possibilities in this regard.

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20. The Indian Workers' member observed that most Asian countries were in the process of development and that rural development was the key to the economic development of these countries. In the rural development programmes of Asian countries expansion of employment opportunities and the generation of adequate income was of the essence. The representative of the Office described the difficulties which had been experienced in securing suitable counterparts as well as the limitations of the I.L.O.'s possibilities in this regard.
21. The Ceylon Government member agreed with the Indian Workers' member that special importance should be attached to rural development in Asian countries, as most of the countries in Asia were predominantly agricultural in economic structure and largely depend on the pace with which rural development programmes were implemented. Rural employment programmes and vocational training in agriculture were fields on which emphasis should be laid. In the past, the Ceylon Government had, for example, sponsored agricultural extension and revitalisation of small-scale and rural industries under the sixth session, the application of the I.L.O. Plantations Convention, 1938, under the seventh session, rural vocational training under the eighth and rural employment promotion under the ninth. The coming session of the Asian Regional Conference to be held in Australia next year had also the item of employment promotion, with special reference to rural areas, on its agenda. The papers presented to the Committee for the items concerned gave indications of the trends of the I.L.O. work in the rural sector and by way of example cited in detail the special programme which was under discussion. The resources at the disposal of the I.L.O. for the implementation of this extensive programme were rather limited. The Governing Body had in 1956 agreed that the I.L.O. would select China (Taiwan) as one of the countries invited to work in the Republic of Viet-Nam and in some other countries of South-East Asia. At the request of the Governments of Nigeria, Gabon and Togo his country was making arrangements for furnishing these countries with samples of several types of farm implements. In China (Taiwan) the farmers' associations had played a considerable role in rural reconstruction. The aims of these associations were to promote farmers' interests, advance the farmers' techniques and knowledge, improve their living conditions, increase agricultural production and develop rural economy. The farmers' associations rendered services and offered facilities such as co-operative marketing and the processing of products, purchasing of supplies, extension of loans, accepting of members' deposits, distribution of fertilisers, sponsoring of agricultural extension and various rural welfare services, etc. These associations had become indispensable institutions in the rural reconstruction programme of Taiwan. He expressed the hope that the I.L.O. would select China (Taiwan) as one of the countries for field investigations in 1962.

22. The Ceylon Employers' member pointed out that a special department had been set up in his country to develop rural and cottage industries. It was hoped that the development of the department was going to help to reduce unemployment in the rural areas of Ceylon, where a considerable proportion of the rural labour force was employed on plantations whose products were liable to international fluctuations. The stabilisation of the prices of primary commodities in international markets would go a long way in ensuring stability and regularity of employment in the developing countries. There was also a great need for developing alternative avenues of employment in order to absorb the surplus rural labour force.

23. The Ceylon Government member agreed that measures should be taken for stabilising the prices of primary products in the international markets. He reminded the Committee that during the 45th (1961) Session of the Governing Body of Ceylon a special item had been given in the field of agriculture to hundreds of trainees from the Philippines, Republic of Korea, Cambodia and Indonesia. He had made arrangements to invite those trainees to work in the Republic of Viet-Nam and in some other countries of South-East Asia. At the request of the Governments of Nigeria, Gabon and Togo it was making arrangements for furnishing these countries with samples of several types of farm implements. In China (Taiwan) the farmers' associations had played a considerable role in rural reconstruction. The aims of these associations were to promote farmers' interests, advance the farmers' techniques and knowledge, improve their living conditions, increase agricultural production and develop rural economy. The farmers' associations rendered services and offered facilities such as co-operative marketing and the processing of products, purchasing of supplies, extension of loans, accepting of members' deposits, distribution of fertilisers, sponsoring of agricultural extension and various rural welfare services, etc. These associations had become indispensable institutions in the rural reconstruction programme of Taiwan. He expressed the hope that the I.L.O. would select China (Taiwan) as one of the countries for field investigations in 1962.

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25. The Burmese Employers' member stressed that in the implementation of a long-term programme of rural development the needs of individual countries of Asia should be given full consideration. Seasonal underemployment was a special problem in agriculture in a number of Asian countries. Careful studies would have to be undertaken in these countries for relieving seasonal unemployment and underemployment. On the lines of the regional training course for forestry workers which was to be held shortly in Burma under the joint auspices of the I.L.O. and the Food and Agriculture Organisation of the United Nations, plans for extending these programmes to other countries such as the United Nations Economic Commission for Asia and the Far East and the United Nations Educational, Scientific and Cultural Organisation should also be invited to co-operate in the I.L.O. programme of rural development.

26. The representative of the Director-General drew the Committee's attention to various rural problems which figured as separate items on the agenda of its present session. These covered problems of rural youth on the one hand and employment under the fourth item, the modernisation and revitalisation of small-scale and rural industries under the sixth item, the application of the I.L.O. Plantations Convention, 1938, under the seventh item, rural vocational training under the eighth and rural employment promotion under the ninth. The coming session of the Asian Regional Conference to be held in Australia next year had also the item of employment promotion, with special reference to rural areas, on its agenda. The papers presented to the Committee for the items concerned gave indications of the trends of the I.L.O. work in the rural sector and by way of example cited in detail the special programme which was under discussion. The resources at the disposal of the I.L.O. for the implementation of this extensive programme were rather limited. The Governing Body had in 1956 agreed that the I.L.O. would select China (Taiwan) as one of the countries invited to work in the Republic of Viet-Nam and in some other countries of South-East Asia. Plans in the Office were fairly advanced for undertaking research on rural problems as well as for the initiation of operational programmes in Asian countries in 1963. He expressed his appreciation of the offer of the Chinese Government member for collaboration with the I.L.O. in its field investigation work.

Conclusions.

27. The Committee underlined the importance of rural development in the general process of development of Asian countries. Most Asian countries were mainly agricultural, and an advance in this sector was vital for their progress. No development was possible in Asia without considerable progress in the rural sector.

28. The Committee stressed that the implementation of the I.L.O.'s long-term programme for raising incomes and living conditions in rural communities in Asia should be expedited and that the Governing Body should make adequate funds available for this purpose as soon as possible.

29. The Committee noted that promotion of rural employment to the development of the rural sector. Future rural programmes of the I.L.O. should give due importance to employment promotion and to vocational training.

Problems of Youth on the Threshold of Employment

26. The majority of the members of the Committee were of the view that basically the problem was due to the rapid increase in the population of Asian countries in previous decades. This had not been matched by adequate economic growth, so that sufficient employment...
opportunities had not been created to absorb this rapidly increasing population. The large number of employment opportunities which had been created under the development plans were insufficient as increases in population growth continued. It was estimated that out of the 89 million unemployed in India, nearly 70 million or 77.8 per cent. of the labour force would be doubled in the next 25 years.

33. The Employers' member of Japan cited the example of his country, where the employment problem had been tackled in a rather dramatic way by the high rate of growth of the economy during the post-war years. Japan achieved a rate of growth of 17 per cent. in 1955, which was one of the highest ever recorded in peace-time in any country. The Indian Employers' member noted that the increase of growth was mainly due to the fact that the Japanese economy had turned the Japanese economy from one of chronic surplus labour to one which was experiencing labour shortages. This experience suggested that a healthy respect for young people in recent years had been higher than the number of those entering the labour market. This was specially so in the case of technically qualified young people and university graduates. The employers were keen on employing young people because of their adaptability and comparatively low wages. They were also keen to train the young workers in their own vocational institutes. This did not mean that these employers were dismissing their older workers before the retiring age in order to replace them with young workers. The employment of young people was leading at the medium- and large-scale enterprises, because the young workers were inclined to prefer these to those in the small-scale industries. The rapid growth of the Japanese economy in recent years had led to a large-scale modernisation of the economic and employment structure in Japan which would automatically adjust the discrepancies in working conditions, in particular in wages, between the large-scale and small-scale industries.

34. Several members of the Committee expressed the view that the defective educational systems inherited from the past colonial regimes had also contributed considerably to the employment problems of youth in Asia. The educational systems in most Asian countries needed thorough reorganisation with emphasis on vocational and technical training. The Indian Employers' member emphasised the need for introducing manual work into school curricula in order to give Asian youth a healthy respect for manual work. This would also have the effect of making education less technical and more practical. Youth could thus be encouraged to take up vocational rather than academic studies.

Need for Rapidly Expanding Employment Opportunities.

35. Several members of the Committee expressed the view that there was an urgent need to expand employment opportunities in order to absorb the large numbers of new entrants to the labour force. The problem of employment of Asian youth would have to be tackled in the general context of expansion of employment opportunities in the Asian economies. The Indian Employers' member emphasised that in framing all economic development plans and in setting up new industries sufficient attention would have to be given to the need of expanding employment. As most Asian countries were agricultural, importance would have to be attached to expanding employment in the rural sector. Young people could also be assisted in setting up small family enterprises. The Indian Employers' member noted that there was a tendency among educated youth in India to migrate from rural to urban areas. This could be tackled by increasing employment opportunities as well as providing social services and cultural facilities in rural areas. Provision of entertainment facilities, electrification of villages and starting of small-scale industries would go a long way in checking this rural-urban migration.

36. Several members of the Committee emphasised the importance of vocational guidance and the provision of vocational guidance facilities for tackling the problem of unemployment among the Asian youth. Vocational guidance should start at the early stages of school and should be given to all students in a balanced way. The educational systems would also have to be reorganised, giving them a greater technical and scientific bias. A large expansion in scientific and technical education facilities was needed. Young people should be encouraged to take up those vocations in which there were likely to be sufficient employment opportunities. The vocational guidance and youth employment services should be modelled taking into consideration the special conditions prevailing in Asian countries and should not be mere copies of similar facilities in other countries, which may not be applicable in the light of the specific economic conditions prevailing in these countries. The Indian Employers' member informed the Committee that in India employment service facilities were being gradually increased. Several vocational training institutes were being established in these services. It was further proposed to start 28 new university employment bureaux during the Third Five-Year Plan in addition to those already existing in five universities.

37. The Indian Employers' member noted that there was a tendency among young people to migrate from rural to urban areas. This could be tackled by increasing employment opportunities as well as providing social services and cultural facilities in rural areas. Provision of entertainment facilities, electrification of villages and starting of small-scale industries would go a long way in checking this rural-urban migration.

38. Several members of the Committee expressed the view that the defective educational systems inherited from the past colonial regimes had also contributed considerably to the employment problems of youth in Asia. The educational systems in most Asian countries needed thorough reorganisation with emphasis on voc.
in order to see that these voluntary services did not degenerate into forms of forced or cheap labour. They should be made completely voluntary and should be used on productive activities in order to see that these voluntary services did not degenerate into forms of forced or cheap labour. They should be made completely voluntary and should be used on productive activities.

The Committee expressed the view that proper vocational guidance was necessary in order to correct the multiplicity of trade unions, though in recent years it had been working satisfactorily in certain undertakings. As to the state arbitration, there was provision for reference to arbitration by mutual consent of the employer to participate in collective bargaining with the unions and the extent and the manner of such participation was obviously conditioned by the willingness of the employer to participate in collective bargaining with the unions and the extent and the manner of such participation.

The situation was further aggravated by the multiplicity of trade unions, though in recent years it had improved as the employers had increasingly begun to recognise trade unions. The practice which had been developed in this regard was that a trade union should have at least 40 per cent. of the workers concerned as its members. This had recorded a phenomenal growth since 1941, and the number at present registered was over 900.

Trade Union Practices (Governing Employers' as well as Workers' Organisations)

47. The Ceylon Government member next turned to some of the current problems of trade unionism and industrial relations. He ventured to suggest that a trade union should have at least 40 per cent. of the workers concerned as its members in order to put up a general demand, while a demand on the part of an individual could be raised by any union of which the worker was a member. The development of joint consultation in industry was still at an early stage. The machinery set up for the purpose had not been working satisfactorily in connection with arbitration and as well as in the plantation industries. As to the state machinery for the settlement of industrial disputes, there was provision for reference to arbitration by mutual consent of both parties to the dispute as well as through compulsory arbitration. Compulsory arbitration was opposed in principle by a majority of the unions, although in practice it was found that trade unions could invoive in arbitration or, the real opposition came from the stronger unions.

50. The Pakistan Workers' member then referred to the question of outside leadership in the trade union movement. While dedicated outside leaders had inspired and nursed the labour movement in the Indian subcontinent, leaders with such missionary spirit were hard to find in Pakistan. The Government position in the matter was that an outside leader must be a full-time trade union official and must receive allowances from the union. This stipulation was intended to safeguard the movement against an undesirable type of outside leadership. A longer-term but more basic solution to the problem was provided by the development of workers' education and trade union training. The Confederation had set up the Workers' Education Society of Pakistan, which maintained two institutes, one at Dacca and the other at Karachi, for carrying on the educational activities of the Confederation.

51. The Indian Employers' member asked how the trade unions in India had been able to develop on sound lines. To start with, the British trade union movement had provided the inspiration, the pattern and a ready ready reservoir of principles, but growing pains had begun to manifest themselves. Ideological conflicts had then intruded. It was not until recently, restricted to the jute mills industry, but the problems would have to be removed by rapidly expanding employment opportunities in the rural areas. The expansion of basic facilities in rural areas would be considerable assistance in this respect.

The Committee agreed that in India such a movement was concerned with the competence of the central government. All other questions, including those of organisation of the unions, were dealt with by the Governments of the States. The Committee agreed that in India such a movement was concerned with the competence of the central government. All other questions, including those of organisation of the unions, were dealt with by the Governments of the States. The Committee agreed that in India such a movement was concerned with the competence of the central government. All other questions, including those of organisation of the unions, were dealt with by the Governments of the States. The Committee agreed that in India such a movement was concerned with the competence of the central government. All other questions, including those of organisation of the unions, were dealt with by the Governments of the States. The Committee agreed that in India such a movement was concerned with the competence of the central government. All other questions, including those of organisation of the unions, were dealt with by the Governments of the States.
56. The Japanese Workers' member indicated that the basic feature of the trade union structure in Japan was the prevalence of enterprise-level unions. This feature was probably explained by the difficult employment situation resulting from a large surplus of male workers.

57. The Indian Government member gave additional information and reported on recent developments regarding certain trade union practices in India which were referred to in the Office report on this item. The question of having outsiders as officers of a trade union had been discussed recently in the Indian Labour Conference; the consensus was against imposing any further restrictions on the election of officers from outside the union. But, not for the first time, the demand had been for union funds to be derived from the industry with which the trade union was connected, and the need to make collections on company premises was particularly pressing.

58. The Indian Government member made a number of suggestions for further studies and research by the Office in the field of trade union practices. The suggested studies included the following: why Asian workers join or do not join trade unions; a comprehensive manual on trade union administration and procedures for the guidance of union officials; and the relations between federations and their constituent unions.

59. The Indian Workers' member considered that a study of trade union practices should include trade union objectives, the extent to which the objectives had been achieved, and the success with which the objectives had been achieved.

60. The Indian Workers' member thought that the question of outsiders in trade unions was important for the development of trade union organization. He emphasised that the modernisation and revitalisation of small-scale and rural industries had been the backbone of any programme to tackle unemployment in rural areas.
Measures to Be Taken.

65. Several members of the Committee commented on measures which might be taken to promote the revitalisation of small-scale and rural industries. The Ceylon Government member pointed out that the measures would involve substantial fresh capital outlays. Production processes would also need to be mechanised. There were two outstanding important problems, namely the provision of credit and marketing facilities. In Ceylon, a number of people's banks were being set up to provide credit for the introduction of capital-intensive machinery. The Ceylon Department of Rural Industries provided help in the form of marketing facilities and financial assistance.

66. The U.S.S.R. Government member stated that the revitalisation of small-scale and rural industries was only a half-measure for developing the economies of Asian countries, and that industrialisation was essential, the modernisation and expansion of which was the prime concern of the workers. The Indian Employers' member, on the other hand, did not see rapid industrialisation through large-scale industry as a way of creating more employment, especially with the labour-saving developments in automation. Asian countries had to lean heavily on small-scale and rural industries. Mechanisation and modernisation of small-scale industries was absolutely essential. In many cases the methods used were age-old, and immediate improvements could be made. Large-scale industries could not be modernised with the necessary speed. The Indian Workers' member also stressed the need for developing small-scale and rural industries, as the big industries could not absorb unemployment alone, especially in view of the large increase in population. A rapid development in large-scale industry without a parallel growth of economic activities with a large employment content was not possible in developing countries having democratic systems. The best approach was a balanced development of both sectors. He agreed with the Indian Employers' member on the need for the rapid mechanisation and modernisation of small-scale industries.

67. The Indian Government member described various steps being taken in his country to encourage the development and modernisation of small-scale and rural industries through advice on the design of products, marketing, raw material supply, manufacturing methods, tool supply and artisan training centres. Similar steps were being taken in other countries. These industries were also encouraged through subsidised power supply. As far as labour conditions were concerned, a substantial part of the small-scale and rural industries sector came under the protection of factory legislation.

The Role of the I.L.O.

68. The question of why the I.L.O. had not taken more interest in the revitalisation of small-scale and rural industries and the encouragement of small-scale and rural industries, whereas its main job was to protect the interests of the workers and improve their working conditions. The economic aspects of the question fell into the province of the United Nations Economic Commission for Asia and the Far East. In social questions the I.L.O. had a wide scope for its activities, through sending experts, convening conferences, and training. Among these was training workers and preparing special handbooks and manuals, taking into account the special conditions of Asian countries. The I.L.O. could promote legislation and could help in the compilation of national systems of improving the working of co-operatives. In this connection the I.L.O. should use the experience of other countries, such as the U.S.S.R. and the U.S.A. There was much great experience to be had in small-scale and rural industries. He thought he had covered the historical experiences of the U.S.S.R. in this field, the effect of the development of large-scale industry in improving small-scale and rural industries, and the I.L.O. work in this field. The Indian Employers' member pointed out that, although the improvement of working conditions was a worthy aim, account had to be taken of the difficult competitive position of small-scale industries in comparison with large-scale undertakings. It was only when working conditions were such that competition was possible. The Indian Workers' member, on the other hand, did not feel that there should be any great differential between the two types of industry, and that small-scale industry was not necessarily more competitive than the small industries.

70. The Indian Employers' member suggested that the I.L.O. might devote one of its Industrial Committee sessions to discussing the problem of small-scale and rural industries, although there might be some difficulties in tripartite representation. The Indian Workers' member thought that anything that would give more emphasis to this subject. He felt it would be a great help if the U.S.S.R. Government would prepare a small booklet on its experience with small-scale and rural industries, which might be passed to the I.L.O. for translation and distribution.

71. In reply to the point raised by the Government member of the U.S.S.R. the representative of the Director-General said that it was not always easy to separate the economic and social aspects of this question, and that the I.L.O. worked in close co-operation with the United Nations Economic Commission for Asia and the Far East.

Application of International Labour Standards in Asia, with Particular Reference to the Plantations Convention, 1958 (No. 110)

72. Several members of the Committee expressed the opinion that international labour Conventions should be framed in broad and flexible terms so that the countries belonging to different regions of the world would be able to ratify and give effect to them. Out of the 15 Conventions referred to in the Office paper on the subject five Conventions were not applicable to a large number of Asian countries and therefore the question of their ratification never arose at all. Most of the Asian countries were anxious to apply I.L.O. standards as embodied in international labour Conventions and Recommendations, but in some cases they were not able to do so because of the rigidity of the Conventions or because of the impossibility of giving effect to these under conditions prevailing in Asia.

73. As regards the Plantations Convention, 1958 (No. 110), members of the Committee pointed out that not a single country in Asia was able to ratify this Convention, mainly because of the very broad definition given in Article 1, which made little distinction between a plantation and a smallholding. A suitable revision of this definition, limiting it to plantations proper or to those under the control of large-scale industries. It was only when working conditions were made identical to those of large-scale industries in a comprehensive fashion. The definition of " plantation " in Article 1 was extremely broad, and if a literal interpretation were given to the term " plantation " in Article 1, which was used in a comprehensive fashion, it would be difficult for the Asian States, even if they ratified the Convention realistic in relation to Asian conditions.

74. The Ceylon Government member stated that efforts were being made by his Government to bring the national legislation in the field of labour into line with international labour standards. A number of I.L.O. Conventions had already been ratified; in the case of several other Conventions, ratifications, though considered desirable by the Government, were not practicable in the particular conditions prevailing in Ceylon. He cited instances of provisions in the national legislation which did not technically meet the requirements of the Plantations Convention, 1958. In the circumstances, it was difficult to give effect to all the provisions of this Convention as it stood.

75. The Indian Workers' member pointed out that though the Plantations Convention was meant mainly for tropical and subtropical countries it had been formulated in a comprehensive fashion. In Article 1 was extremely broad, and if a literal interpretation, was given to that Article, it could even cover holdings employing one worker. In the view of the Indian Workers' member, of the other hand, did not feel that there should be any great differential between the two types of industry, and that small-scale industry was not necessarily more competitive than the small industries.

76. The Indian Government member informed the Committee that India had already ratified the Weekly Rest (Industry) Convention, 1921 (No. 14), and the Labour Inspection Convention, 1929 (No. 3). It was pointed out that Nos. 82, 84, 86 and 104 were not applicable to India, as these dealt with non-metropolitan territories or dependent populations, which did not exist in the case of India. The
main provisions of the remaining eight Conventions listed in the Office paper on the subject were also being generally complied with, although formal ratification had not been found possible either because of the wide coverage of some of the Conventions or for other technical reasons. With regard to the Plantations Convention, 1958, he pointed out that the corresponding legislation in India, the Plantations Act, was limited to establishments of more than 25 acres and employing 30 or more persons. An appropriate revision of Article 1 of Convention No. 110 would perhaps make it possible for a large number of Asian countries to ratify it.

77. The Indian Employers’ member deplored the tendency to make the international labour Conventions too sweeping. Even countries whose relevant legislation conformed to the main provisions of the remaining eight Conventions listed in the Office paper had to keep flexible. Within practical bounds. Future Conventions should be flexible.

78. The Chinese Government member informed the Committee that Convention No. 8 had been ratified by his country; the relevant documents would be sent to the Office in the near future. He added that his Government had already made a request for an I.L.O. labour advisory team to revise existing national laws and regulations and for advising on the development of a sound labour policy in his country. He believed that such assistance by technical means from the I.L.O. would help his Government to bring national legislation into conformity with international labour standards and to ratify a number of Conventions which had so far remained unratified. He hoped that the I.L.O. would give favourable consideration to the request for the labour advisory team.

79. The Pakistan Workers’ member endorsed the views expressed by the Indian Workers’ member as to the lack of flexibility of certain international labour Conventions, especially the Plantations Convention, 1958, which prevented their ratification by Asian countries. At the same time, he considered that the I.L.O. could render valuable assistance to countries through advisory missions to permit ratification of Conventions in appropriate cases.

Conclusions.

80. The Committee considered that the most important factor making it difficult for Asian countries to ratify the Plantations Convention, 1958, was the scope of that Convention as defined in Article 1. In a number of countries this definition would in effect compel national legislation to include very small agricultural undertakings as long as they employed any hired labour or produced crops which entered competitive markets, and that would mean the large majority of small farms. Asian governments were anxious to honour their obligations to the International Labour Organisation, but they were reluctant to do so if the international labour standards were drawn up in such a way as to make it possible for them to implement the corresponding legislation. The Committee therefore considered that appropriate measures should be taken to have the scope of that Convention amended, for instance by setting forth appropriate criteria with reference to the size of the undertaking measured by acreage and numbers of workers employed and the use of mechanisation. It would be important to bring the matter before the Conference under the partial revision procedure so as to avoid reopening the matter of revision of the Convention as a whole.

81. The Committee agreed that in appropriate cases the I.L.O. could be of considerable help in assisting governments to ratify Conventions by making expert services available to help to draft legislation and by setting up machinery for its administration and enforcement.

Vocational Training in Asian Countries

General Observations.

82. The Ceylon Government member emphasised the paradox of the educational system in many Asian countries: on the one hand unemployment of educated persons, on the other a scarcity of skills.

83. The U.S.S.R. Government member pointed out that energetic steps needed to be taken in connection with vocational training if economic progress was to be sustained. He well understood the difficulties encountered in developing Asian countries, because his own country had had to face similar problems. The I.L.O. had given increased attention to vocational training, drawing on the experience of countries having a successful record in this matter. The Committee should continue to study the subject at some of its future sessions. The Indian Employers’ member suggested that the I.L.O. attempt to persuade universities in Asian countries to accord an increasingly technical bias to university studies. Courses could be added to their curricula dealing with vocational subjects. The fact had to be faced, however, that the only practical way to diffuse skills widely in Asian countries was by way of apprenticeship and in-plant vocational training schemes in the organise industry sector. This was pointed out, for example, in the setting up of schools dealing with separate occupations—motor mechanics, plumbers, wipers, for instance—which would not normally be covered in the vocational training programmes of organised industry.

84. The Ceylon Government member mentioned that in Ceylon in the recent past, vocational training centres had been set up giving accelerated courses, after which further skills were acquired on the job. The U.S.S.R. Government member described the various aspects of vocational training in his country and the different courses available to young workers both inside the plant and at external institutes. He mentioned in particular the special projects to give young workers training in the Central Asian Republics of the U.S.S.R. and of the progress that had been made there in recent years. The Indian Employers’ member requested that the U.S.S.R. furnish the I.L.O. with available literature summarising Soviet experience in vocational training in Central Asia.

Vocational Training in Rural Areas.

85. The Indian Government member recalled that vocational training in agriculture would be covered under one of the items on the agenda of the Fifth Asian Regional Conference. Steps were being taken in India with a view to implementing vocational training programmes in rural occupations. The Indian Employers’ member suggested that the I.L.O. could include a view to the functional rehabilitation of disabled workers in its training in rural areas, the I.L.O. might undertake pilot projects under which efforts would be concentrated in selected villages to impart modern skills to village men. This would probably be found easy in view of the close relationship between certain village skills and those of modern industry. Training institutes were very expensive. What was needed was a willingness to experiment with new methods involving a mass approach, rather than the training of pockets of workers.

Apprentice Training.

86. On the question of giving incentives to employers to take up in-plant vocational training, the Indian Government member drew attention to his Government’s recent initiative to give remissions for the purpose as the revenues from taxes were needed for economic development programmes. The Indian Employers’ member pointed out that his Government had made apprenticeship training by employers compulsory.

Rehabilitation of the Disabled.

87. The Indian Government member said he would welcome the setting up of an Asian training institute for vocational rehabilitation personnel, as mentioned in the Office report prepared for the Committee on this subject. The Japanese Government member, while supporting the project in principle, suggested that one of the most important questions would be the means of financing such a centre. The Committee should be helped in this matter by those attending its courses and to the design of special machinery for disabled workers. The Indian Employers’ member warned against the allocation of an unduly large proportion of the limited resources of the I.L.O. to this project, as there were other more urgent priorities in Asia.

Audio-Visual Aids.

88. The Indian Government member fully supported the idea of using more audio-visual aids, as training periods are often too short and probably shorter. Visual aids should be equipped with film projectors and small film libraries on technical subjects; instructors should be trained in the proper use of these aids, this training taking place through national institutes or a central film library. It was also desirable to have a central film library to distribute films to institutes. In addition, instructional films and filmstrips for use in vocational training should be produced.
taking into account the particular conditions of the Asian countries concerned. The Indian Employers' member also stressed the need for productivity. While recognising that in rural areas it was often difficult to work in a vivid but simple fashion the complexities of mechanical processes to workers in Asian countries.

**Promotion of Rural Employment in Asia**

99. Several members of the Committee expressed their conviction that without rural development all-round economic and social progress would remain illusory in Asian countries. Most of the Asian countries were mainly agricultural, and a very high proportion of their population resided in rural areas. Adequate utilisation of fuller manpower on the available rural area was the key to the development of the rural sector. With widespread underemployment prevailing in the countryside, Asian countries needed to achieve better development and raise living standards of the masses. Promotion of rural employment was therefore of great importance.

**Checking Population Growth.**

90. Several members of the Committee expressed the opinion that the rapid growth of population was greatly hampering the economic development of the Asian countries. Development of countries over which they objected on social or religious grounds. There was, therefore, a great need to re-educate the rural people and implement measures for family planning in rural areas. Governments in many Asian countries tended to intensify their efforts in this field as complementary to their programmes of rural development, whose success was being hampered by population growth. He welcomed the efforts of the I.L.O. to intensify its work in the rural field and hoped that its programme would have significant results.

**Comprehensive Rural Development and Employment Promotion Programmes.**

92. The Indian Government member gave details of the extensive rural development programme under the Third Five-Year Plan of India. It aimed at creating expansion and diversification of employment opportunities in the rural areas. Under the special schemes for the utilisation of rural manpower, 34 pilot projects had so far been started. These projects included schemes for irrigation, afforestation, soil conservation, drainage, land reclamation and improvement of communications, were intended to provide the necessary experience in organising work programmes over wider areas, especially those with heavy pressure of population and chronic underemployment. The Third Five-Year Plan fully recognised the need for rural industrial enterprises and the relocation and operating under different systems of economic management. The Committee considered that the Office report on this subject should draw on the experience of a large number of countries at various stages of development and operating under different systems of economic organisation.

98. The Committee recognised the complex nature of rural employment promotion and considered that if rural development was to have a favourable impact on employment, programmes should primarily be governed by the logic of economic productivity and to diversify the employment opportunities in the rural areas. The retention of technologically inefficient methods of production and exploitation of rural labour would not be of real help. The location of industries should primarily be governed by the logic of economic factors. He welcomed the increasing attention paid to improve employment promotion. The wide experience of various countries where considerable advances in this matter had been achieved would be fully drawn upon.

95. The Japanese Employers' member drew the Committee's attention to the great progress that Japanese agriculture had achieved, especially during the post-war period. Agricultural production in Japan had gone up in recent years despite the fact that the labour force employed in agriculture had been decreasing. Farmers and other workers in the rural areas had also considerably increased. In recent years the big industrial enterprises in Japan had been setting up small feeder units in rural areas to take advantage of the available rural labour. This had helped much in reducing underemployment and in providing subsidiary and seasonal employment for the rural population. He stressed the importance of this co-factor in this matter was the existence of a highly-developed transport network in Japan.

96. The Indian Employers' member noted that there was no ready-made solution to the rural problems, as conditions in the various countries differed. The methods which had proved successful in one country might not be easily adapted to countries with high population pressure. The experience of Japan could be of considerable help to the other Asian countries, despite the peculiar situation and the scarcity of agricultural land, striking progress had been achieved in developing agriculture as well as industry. This had, in turn, brightened the employment situation. Considering the effects of population increases in Asia and the rapid increase in the population of the world at large, he was not very optimistic about the possibilities of economic growth over the future decades. He suggested that it might be useful if the Office undertook a special study estimating the future population growth and resources that were likely to be available in the world. This might serve to demonstrate the dangers of unbridled population growth.

**Conclusions.**

97. The Committee noted that the subject of employment promotion, with special reference to rural areas, was an item on the agenda at the Fifth Asian Regional Conference to be held in 1962. The Committee considered that the Office report on this subject should draw on the experience of a large number of countries at various stages of development and operating under different systems of economic organisation.

98. The Committee recognised the complex nature of rural employment promotion and considered that if rural development was to have a favourable impact on employment, programmes should primarily be governed by the logic of economic productivity and to diversify the employment opportunities in the rural areas. The retention of technologically inefficient methods of production and exploitation of rural labour would not be of real help. The location of industries should primarily be governed by the logic of economic factors. He welcomed the increasing attention paid to improve employment promotion. The wide experience of various countries where considerable advances in this matter had been achieved would be fully drawn upon.

99. The Committee, with the exception of the U.S.S.R. Government member, agreed on the fact that the rapid increase in the population of Asian countries was an obstacle to the fuller utilisation of labour in rural as in urban areas. While recognising that efforts to limit population growth were not primarily the concern of the I.L.O., it did consider that the I.L.O. would be meeting a real need if it drew attention to the likely effects of a continual rapid rise in population growth in the decades ahead on employment, food supplies and incomes.
Other Questions

Message of Sympathy to Mr. Merani.

100. Having learned the news of the car accident in which Mr. Merani had been involved, the Committee requested the Chairman to convey to him its sincere sympathy and best wishes for a speedy and complete recovery.

General Observations by the French Government Member.

101. The French Government member explained that he had refrained from taking the floor before the substantive discussion of the items on the Committee's agenda was exhausted, as he had felt that the discussion was primarily a matter for the Asian members of the Committee. He now felt free to make a few general observations on the Committee's deliberations.

102. The French Government member agreed with the recurrent theme of many members of the Committee that the developing countries should not follow indiscriminately the practices, methods and institutions which had proved successful in the industrialised countries. There were differences in social and economic as well as in climatic conditions between the two groups of countries. Such differences also existed between the various Asian countries. He shared the reservations expressed by several members of the Committee as to the possibility and desirability of some form of compulsory national service by young people or by other population groups. It was true that such national services could contribute to awakening social consciousness as well as to economic development properly speaking. On the other hand, there was the danger that an undesirable element of force or coercion might creep in. He felt that the development of small-scale industries was needed to complement progress in the building up of large-scale industry. In the field of vocational training there were no cut-and-dried solutions; what was needed was a practical and empirical approach. Technical co-operation could be real only if there was an active form of association between the two sides concerned. International co-operation, for instance through the I.L.O., was perhaps the best means to ensure this sense of mutual participation.

Proposals for the Agenda of the Next Session.

103. The Indian Workers' member proposed that consideration be given to the question of the agenda of the Committee's next session. As the next session of the Committee would in all probability be held in 1963 after an interval of two years, he thought it would be premature to make definite recommendations in this regard at the present session. He proposed that a subcommittee be set up, composed of two members drawn from each of the Government, Employers' and Workers' groups of the Committee, these members being at the same time members of the Governing Body. This subcommittee would make definite recommendations to the Governing Body concerning the agenda of the next session, on the occasion of the 51st Session of the Governing Body. In the meantime, it would be useful to discuss tentative suggestions at the present session, which would be brought to the attention of the subcommittee. Other members of the Committee having suggestions for the agenda at a later date could send them to the Office which, in turn, would forward them to the subcommittee for its consideration. This proposal was endorsed by the Committee.

104. The Committee designated the subcommittee as follows:

Government group: Ceylon, Japan.
Employers' group: Mr. Mishiro, Mr. Tata.
Workers' group: Mr. Ambekar, Mr. Monk.

105. A tentative list for the consideration of the subcommittee, resulting from the Committee's discussions, from which possible agenda items could be drawn, comprised the following topics:

1. Progress report on the effect given to the recommendations made at the previous sessions of the Asian Advisory Committee (standing item).
2. Review of developments under the I.L.O. operational activities in Asia (standing item).
3. Progress report on the I.L.O. long-term programme of rural development (suggested as a standing item for future sessions of the Committee).
5. Social, labour and welfare aspects of planning for economic development in Asia.
6. Human problems in the fuller utilisation of installed industrial capacities in Asian countries.
7. Social, human and industrial relations problems in productivity programmes at various levels.
8. Real wages and productivity.
9. Workers' education programmes in Asia.
10. Selected aspects of youth employment problems: national vocational service, educated youth, etc.
12. A selected item on rural questions, such as the contribution that organised industry could make to the creation of employment in rural areas.
13. Short-term programmes for raising incomes and living standards in rural areas.
14. The impact of national economies on the wage structures of Asian countries.

D. R. UMAVILIYA, Chairman.
Eleventh Item on the Agenda: Reports of the Committee on Freedom of Association

At its sixth sitting the Governing Body adopted the 58th report of its Committee on Freedom of Association and decided to examine the 59th report at its 151st Session. The texts of both reports will be found in the I.L.O. *Official Bulletin* and are accordingly not reproduced here.

1 See above, p. 46.


Twelfth Item on the Agenda: Reports of the Financial and Administrative Committee

The papers relating to this item, being of a confidential nature, are printed separately in accordance with the usual procedure.

Thirteenth Item on the Agenda: Report of the Allocations Committee

No document was submitted to the Governing Body on this item on its agenda.
APPENDIX XIV

Fourteenth Item on the Agenda: Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

1. The Committee on Standing Orders and the Application of Conventions and Recommendations met on Thursday, 16 November 1961, under the chairmanship of Mr. de la Fuente Locker.

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Choice of Conventions and Recommendations on Which Reports under Article 19 of the Constitution Are to Be Requested for 1963

2. As in previous years, the Committee is called upon to make proposals to the Governing Body regarding the choice of instruments on which governments should be requested to supply reports under article 19, paragraphs 5(e), 6(d) and 7(b), of the Constitution. The provisions in question require States Members to report "at appropriate intervals as requested by the Governing Body" on the effect given, or to be given, to certain unratified Conventions and to certain Recommendations. In making its choice the Committee must follow the general principles laid down by the Governing Body in this connection in 1951, i.e. that the reports requested in any given year should be grouped around a subject of current interest and that the total number of reports should not be such as to place an undue burden on the national administrations responsible for drawing up the documents in question and on the committees responsible for their examination. In keeping with these principles, the Governing Body has asked member States to report on a wide variety of subjects dealt with in some separate instruments.

3. The Committee noted that the International Labour Conference had adopted at its 45th (1961) Session a resolution concerning holidays with pay inviting the Governing Body to consider the desirability of placing the revision of the Holidays with Pay Convention, 1936 (No. 52), on the agenda of an early session of the Conference. Article 19 reports on this instrument would enable the Committee of Experts on the Application of Conventions and Recommendations to prepare a comprehensive survey, covering the situation in both ratifying and non-ratifying countries. Such a survey would provide full and specific data on the basis of which the question of revision might be considered. The Committee noted, moreover, that certain occupational organisations have asked the Office to contemplate action aimed at promoting the ratification by member States of the Weekly Rest (Commerce and Offices) Convention, 1957 (No. 106).

4. In these circumstances the Committee agreed unanimously that the Conventions and Recommendations dealing with weekly rest and holidays with pay might appropriately be selected for reporting under article 19 in 1963. The Danish Government member explained in this connection that the Scandinavian countries welcomed an opportunity to submit reports on the effect given to the holidays with pay Conventions because they had, in some cases, been unable to ratify owing to relatively minor technical difficulties.

5. The instruments in question include two Conventions and two Recommendations dealing with holidays with pay, and two Conventions and one Recommendation dealing with weekly rest. Although the total number of instruments so selected would be somewhat higher than in some of the previous years, it may be recalled that holidays with pay and weekly rest are closely related subjects which should be considered jointly and that the provisions relating to either subject cover, in many countries, all workers regardless of occupation.

6. The Committee therefore recommends to the Governing Body that it request States Members to submit, in 1963, reports under article 19 of the Constitution on the following instruments:

Holidays with Pay:
- Holidays with Pay Convention, 1936 (No. 52).
- Holidays with Pay Recommendation, 1936 (No. 47).

Weekly Rest:
- Weekly Rest (Industry) Convention, 1921 (No. 14).
- Weekly Rest (Commerce and Offices) Convention, 1957 (No. 105).
- Weekly Rest (Commerce and Offices) Recommendation, 1957 (No. 103).

Form of Report (Article 22 of the Constitution) on the Radiation Protection Convention, 1960 (No. 115)

7. In accordance with the usual practice the Committee examined the draft form to be used as a basis for the reports which governments of ratifying States will be required to submit under article 22 of the Constitution on the application of the Radiation Protection Convention, 1960 (No. 115). Following an exchange of views on the draft before it the Committee decided to re-examine this question at the next session of the Governing Body.

MAX DE LA FUENTE LOCKER,
Chairman.
APPENDIX XV

Fifteenth Item on the Agenda: Report of the International Organisations Committee

1. The International Organisations Committee met under the chairmanship of Mr. Slater on Wednesday, 15 November 1961, in connection with the 150th Session of the Governing Body.

Special Meeting of the Inter-American Economic and Social Council at the Ministerial Level (Punta del Este, Uruguay, 5-17 August 1961)

2. The Committee had before it, for information, a document which contained a summary of the main instruments adopted by the Special Meeting of the Inter-American Economic and Social Council, namely, the Declaration to the Peoples of America and the Charter of Punta del Este, as well as of three resolutions adopted by the Meeting which were of direct interest to the I.L.O. and which concerned, respectively, a ten-year education programme, the formation of task forces for programming, and measures for an annual review of economic and social progress.

3. The Latin American Government members drew the attention of the Committee to the extreme importance which they attached to the decisions reached at Punta del Este and to their desire that the I.L.O. should co-operate to the fullest possible extent with the American regional organisations in achieving the objectives laid down in the Declaration and the Charter. In their view such co-operation would require the initiation by the Director-General of consultations with the Organisa­tion of American States, the United Nations Economic Commission for Latin America and the Inter-American Development Bank for the purpose of co-ordinating their respective technical assistance programmes and arrangements for the implementation of the measures for economic and social development envisaged under the Charter, as well as of maintaining close contact with E.C.L.A. in regard to problems of mutual concern.

4. The Employers' members reserved their right to comment on the matter in the plenary sitting of the Governing Body, since they had not had sufficient time to study the document before the Committee.

5. The views expressed concerning the importance of the decisions reached at Punta del Este were shared by the Workers' members of the Committee, who pointed out that an American regional meeting of workers' organisations held subsequently in Brazil had reached similar conclusions concerning the urgent need for land reform, the eradication of illiteracy, capital investment and the raising of living standards. They agreed with the general principle that the I.L.O. should co-operate as fully as possible, within the limits of its resources, in the achievement of the objectives laid down in the Charter of Punta del Este.

6. The attention of the Latin American Government members was drawn to the fact that some of the measures which they had advocated entailed budgetary implications outside the competence of the International Organisations Committee, and they recognised that, without prejudice to the urgency of the action which they desired, these were matters which would have to be considered further elsewhere.

7. The members of the Committee were informed that the Director-General had, in any case, already initiated action along the lines advocated by the Latin American Government members. In recent months he had held consultations with the executive heads of the O.A.S., E.C.L.A. and the I.D.B., aimed precisely at closer collaboration between those organisations and the I.L.O. In addition, some measures had been taken towards strengthening liaison between the I.L.O. Washington Office and O.A.S., and, finally, as a result of discussions with the Executive Secretary of E.C.L.A. during the Thirty-second Session of the United Nations Economic and Social Council, an I.L.O. liaison officer had been assigned to Santiago, Chile, for the purpose of maintaining close contact with E.C.L.A. in regard to problems of mutual concern.

8. The Committee took note of these developments and of the information contained in the document submitted to it.

Adoption of the European Social Charter

9. The Committee was informed that the European Social Charter, as approved by the Committee of Ministers of the Council of Europe in July 1961, had been signed by representatives of States Members of the Council of Europe at Turin on 18 October 1961.

10. The final text of the Charter was reproduced for the information of the Committee in an appendix to a document on the subject.

11. This document gave a brief account of the history of the Charter and a summary of its provisions. It recalled the part which the I.L.O. had played in the work leading up to the adoption of the final instrument and drew attention to the fact that it was as a direct result of suggestions made by the tripartite conference convened by the I.L.O. at the request of the Committee of Ministers of the Council of Europe that a number of modifications, leading to a strengthening of its provisions, were introduced into the final text of the Charter.

12. The Committee took note of the information contained in the document on the subject.

Reply of the Consultative Assembly of the Council of Europe to the Tenth Report of the International Labour Organisation on Its Activities in Europe

13. The Committee had before it, for information, a document which reproduced the text of the resolution (No. 202) adopted unanimously by the Consultative Assembly of the Council of Europe on 23 September 1961 following its consideration, during the second part of its Thirteenth Session, of the Tenth Report of the I.L.O. on Its Activities in Europe.

14. The Netherlands Employers' member drew the attention of the Committee to a passage of this resolution alleging that the Governing Body of the I.L.O. had endorsed the idea that in certain cases international labour Conventions might form the basis for European Conventions at a higher level. According to a footnote to the document on the subject before the Committee, the basis for this claim was a decision taken by the
Governing Body at its 123rd Session (November 1953) and communicated to the Council of Europe in the Fourth Report of the I.L.O., "to reaffirm the willingness of the I.L.O. to give all possible assistance to the Council of Europe in securing on a regional basis a larger measure of common approach than can be secured on a wider international basis, in so far as this is thought practicable and desirable by the countries concerned". In the view of the Netherlands Employers' member this decision of the Governing Body did not constitute the endorsement claimed by the Consultative Assembly.

15. The U.S.S.R. Government member drew attention to the importance which the I.L.O. should attach to the adoption of universal rather than regional instruments. He referred in this connection to the Draft Covenant on Human Rights which was being examined by the General Assembly of the United Nations, and requested that a progress report on this question be submitted to the Committee at a future session of the Governing Body.

16. It was so agreed.


18. The Committee was informed that, in pursuance of article 8 of the basic relationship agreement between the I.L.O. and F.A.O. and the I.L.O. and U.N.E.S.C.O., which provides that the Directors-General of the respective organisations may enter into such supplementary arrangements for the implementation of the agreement as may be found desirable in the light of operating experience, a memorandum of agreement had been concluded between the Directors-General of the three organisations following discussions held between their representatives in order to settle, on a tripartite basis, the problems related to their respective and joint responsibilities in the field of vocational training and education in agriculture.

19. The Committee took note of the text of this memorandum, which was reproduced in an appendix to the document on the subject.

General Information

20. The Committee took note of the information submitted on (a) the Thirty-second Session of the Economic and Social Council of the United Nations, and congratulated the Director-General on the statement which he had made at that session drawing the Council's attention to the problems bound up with economic development to which the I.L.O. attached particular importance; (b) the Hungarian question at the Fifteenth Session of the General Assembly of the United Nations; (c) the entry into existence of the Organisation for Economic Co-operation and Development; and (d) co-operation with the European Conference of Ministers of Transport.

21. It further noted a request by the Netherlands Employers' member that any new developments with regard to the Hungarian question at the Sixteenth Session of the United Nations General Assembly be reported 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 Industrial Committees

1. The Committee on Industrial Committees met in Geneva on 15 November 1961, under the chairmanship of Mr. Claussen.

I. Inland Transport Committee: Effect to Be Given to the Conclusions of the Seventh Session

2. The Committee on Industrial Committees considered a document concerning the Seventh Session of the Inland Transport Committee and the Note on the Proceedings of that session.

3. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to communicate the reports, conclusions and resolutions adopted by the Inland Transport Committee at its Seventh Session to governments, as of 17 their special attention to the report and conclusions (No. 73) concerning general conditions of work of railwaymen, and to the report and conclusions (No. 74) concerning social consequences of changing methods and techniques in railways and road transport, informing them that the Governing Body had not expressed any view on the content thereof and inviting them to transmit these documents to the employers’ and workers’ organisations concerned.

Social Consequences of Changing Methods and Techniques in Railways and Road Transport.

4. With regard to the conclusions (No. 74), which were adopted by 73 votes to 4 with 58 abstentions, Mr. Faupl, speaking on behalf of the Workers’ members, pointed out that in order to obtain a complete picture of these conclusions it would be advisable to refer to the discussion which took place at the Inland Transport Committee in the plenary sitting which examined the report of the Subcommittee. The Workers’ members of the Committee on Industrial Committees shared the regret expressed by the Workers’ members of the Inland Transport Committee concerning both the manner in which the problem had been dealt with and the substance of the conclusions finally adopted. This matter was of considerable importance to the workers, and the Workers’ members of the Committee on Industrial Committees reserved the right to make a statement thereon to the Governing Body.

Effect Given to the Conclusions Adopted by the Inland Transport Committee at Its Previous Sessions.

5. In its report, adopted unanimously in plenary sitting, the Subcommittee on the Effect Given to the Conclusions Adopted by the Inland Transport Committee at Its Previous Sessions classified these conclusions with a view to determining which conclusions should continue to receive the attention of governments and the industry as well as of the Office itself. Moreover, the Chairman of the Subcommittee had stressed that it was particularly important at present to bring all conclusions which were still of current interest to the attention of governments of States which have become Members of the I.L.O. since the Sixth Session of the Inland Transport Committee (1957) to all those conclusions which are still of current interest, as indicated in the report of the Subcommittee.

Technical Assistance in the Field of Inland Transport.

6. Mr. Erdmann pointed out that though the report of the Subcommittee had as a document been unanimously adopted, the terms of reference of the Subcommittee had, as was shown on page 77 of the Note on the Proceedings of the Seventh Session of the Inland Transport Committee, been the subject of a reservation by the Chairman of the Employers’ group and a reply by the Assistant Secretary-General of the Committee. The scope of the terms of reference of such a Subcommittee constituted, in Mr. Erdmann’s opinion, one of the questions which the working party referred to in Part V of the present report would be called upon to consider during its consideration of the Standing Orders for Industrial Committees.

8. The Committee on Industrial Committees recommends that the Governing Body—

(a) draw the attention of governments, and through them that of the employers’ and workers’ organisations concerned, to the report of the Subcommittee on the Effect Given to the Conclusions Adopted by the Inland Transport Committee at Its Previous Sessions and to the conclusions which the Subcommittee considered should continue to receive the attention of governments and the industry;

(b) draw the special attention of governments of States which have become Members of the I.L.O. since the Sixth Session of the Inland Transport Committee (1957) to all those conclusions which are still of current interest, as indicated in the report of the Subcommittee.

9. In resolution No. 75, which was adopted without opposition, the Committee invited the Governing Body to request the Director-General, in developing the operational activities of the Organisation—

(a) to take into account the need to assist developing countries in building up suitable machinery for promoting joint consultation between representatives of employers and workers with a view to improving the well-being of the workers, the prosperity of the industry and of the community in general;

(b) to use the available means for the improvement of poor conditions of work which so often lead to industrial conflicts, thus hampering the harmonious development of the economy in general and of the transport industry in particular;

(c) to invite governments, in appropriate cases, to consult the national organisations of employers and workers concerned when formulating requests for technical assistance;

(d) to encourage requests for assistance from the International Labour Organisation in elaborating machinery for the proper settlement of industrial problems in essential transport industries.

1. The full text of the reports, conclusions and resolutions adopted by the Inland Transport Committee at its Seventh Session will be found in Official Bulletin (Geneva, I.L.O.), Vol. XLIV, 1961, No. 6, pp. 411-465.
10. The requests of the Committee in (a) and (b) were in line with permanent preoccupations of the Organisation and would continue to receive attention. Through consultation by governments of the national organisations of employers and workers concerned, as requested in (c) above, greater emphasis might be placed on the special importance of developments pointed out for which technical assistance was requested. As regards (d), account must obviously be taken of a well-established rule in international technical assistance activities, according to which it was for member States themselves to initiate requests.

11. The Committee on Industrial Committees recommends that the Governing Body request the Director-General to continue to take into account, in developing the operational arrangements for the co-ordination of transport and in his communications on this subject to the member States concerned, the wishes expressed in resolution No. 75.

Co-ordination of Transport.

12. In a resolution (No. 76), which was adopted by 116 votes to 0, with 5 abstentions, the Inland Transport Committee invited the Governing Body to instruct the Director-General to continue to follow developments in transport co-ordination as they arose in discussions by the competent agencies of the United Nations and other international organisations, with a view to influencing the decisions to be taken in the spirit of the Declaration concerning the Aims and Purposes of the International Labour Organisation, and of the principles contained in the resolution (No. 37) concerning civil liability claims which they might incur in resolution No. 78. The Committee on Industrial Committees recommended that the Governing Body request the Director-General to continue to follow closely the development of social problems resulting from transport co-ordination.

13. This request was fully in line with the practice followed by the Office ever since the national and international co-ordination of various forms of transport had been within its remit and in the various competent international organisations. The Director-General would continue to follow closely the development of social problems resulting from transport co-ordination.

14. The Committee on Industrial Committees recommends that the Governing Body request the Director-General to continue to follow, within the Office programme of work, developments in transport co-ordination on the basis of the recommendation made by the Inland Transport Committee in resolution No. 76.

Civil Liability of Transport Workers.

15. In resolution No. 77, adopted without opposition subject to the contrary views of two Employers' delegates, the Inland Transport Committee invited the Governing Body to ask the Director-General to review the steps taken and the material collected on the question of civil liability of transport workers with a view to examining what further action could best be taken, including calling a small tripartite meeting of experts.

16. The problem of giving legal protection to workers against civil liability claims which they might incur in the performance of their duties had been under consideration by the I.L.O. for several years. The Director-General was continuing to study this question in relation to all transport workers. Proposals would be made to the Committee on Industrial Committees, as appropriate, on the effect to be given to resolution No. 77.

17. The Committee on Industrial Committees recommends that the Governing Body take note of resolution No. 77 summarised above.


18. In resolution No. 78, adopted without opposition, the Inland Transport Committee invited the Governing Body to request the Director-General—

(a) to intensify his efforts to increase the number of ratifications of Conventions Nos. 87 and 98;

(b) to urge that the principles contained both in the above-mentioned Conventions and in the resolution on industrial relations in inland transport adopted by the Committee in 1947 are applied without any discrimination in all countries to what are styled essential services in the transport industry.

19. On 1 September 1961 the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 98), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), had obtained 56 and 51 ratifications respectively. The International Labour Conference and the Governing Body itself had frequently emphasised the desirability of the standards contained in these two instruments being given the widest possible application throughout the world. Under Article 19, paragraph 5 (e), of the Constitution of the I.L.O., member States were required to report at appropriate intervals on the difficulties which prevented or delayed the ratification of Conventions selected by the Governing Body. This procedure had already been applied with regard to Conventions Nos. 87 and 98 on three occasions, the last of which was in 1958. The Governing Body also gave particular attention to alleged violations of freedom of association and, on the basis of reports of its Committee on Freedom of Association, it had had several occasions to take decisions concerning trade union rights in inland transport. The resolution on industrial relations in inland transport was adopted unanimously by the Committee. It was listed among the conclusions which, in approving the report of the Subcommittee referred to in paragraph 6, the Committee recommended to the member States to be in line with permanent preoccupations of the International Labour Conference and the Governing Body itself had frequently emphasised the desirability of the standards contained in these two instruments being given the widest possible application throughout the world. Under Article 19, paragraph 5 (e), of the Constitution of the I.L.O., member States were required to report at appropriate intervals on the difficulties which prevented or delayed the ratification of Conventions selected by the Governing Body. This procedure had already been applied with regard to Conventions Nos. 87 and 98 on three occasions, the last of which was in 1958. The Governing Body also gave particular attention to alleged violations of freedom of association and, on the basis of reports of its Committee on Freedom of Association, it had had several occasions to take decisions concerning trade union rights in inland transport. The resolution on industrial relations in inland transport was adopted unanimously by the Committee. It was listed among the conclusions which, in approving the report of the Subcommittee referred to in paragraph 6, the Committee recommended to the member States to be in line with permanent preoccupations of the United Nations and other international organisations, with a view to influencing the decisions to be taken in the spirit of the Declaration concerning the Aims and Purposes of the International Labour Organisation, and of the principles contained in the resolution (No. 37) concerning civil liability claims which they might incur in resolution No. 78. The Committee on Industrial Committees recommended that the Governing Body request the Director-General—

(a) to bear in mind Conventions Nos. 87 and 98 when making proposals to the Governing Body concerning the choice of instruments on which reports were requested of States Members under article 19, paragraph 5 (e), of the Constitution;

(b) to draw the attention of governments to subparagraph (b) of resolution No. 78 summarised above.

Labour Inspection in Road Transport.

20. In resolution No. 79, which was adopted by 83 votes to 34 with 6 abstentions, the Inland Transport Committee invited the Governing Body to request the Director-General—

(a) to urge governments to take appropriate measures for effective labour inspection in road transport;

(b) to urge governments to take steps with a view to the early adoption in international and national road transport of an individual control book conforming to the model drawn up under the auspices of International Labour Organisation;

(c) to bring this resolution to the attention of the Economic Commission for Europe.

21. Subparagraph (c) above had already been the subject of a decision by the Governing Body at its 140th Session3, and the Director-General had communicated resolution No. 79 to the United Nations Economic Commission for Europe.

22. Subparagraph (c) above had already been the subject of a decision by the Governing Body at its 140th Session3, and the Director-General had communicated resolution No. 79 to the United Nations Economic Commission for Europe.

23. The Committee on Industrial Committees recommends that the Governing Body request the Director-General to draw the particular attention of governments to subparagraphs (a) and (b) of resolution No. 79.

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4 Resolution No. 1 adopted at the Second Session of the Committee (May 1947) which had been renumbered No. 9 within the numbering system of the Conventions of the I.L.O.: Inland Transport Committee, Record of the Second Session, Geneva, 1947 (Geneva, I.L.O., 1948), pp. 118-122.

5 See Minutes of the 149th Session of the Governing Body, third sitting, p. 27, and Appendix XI, para. 102, p. 79.
Limitation of Loads Carried by One Man.

25. In resolution No. 80, which was adopted without opposition, the Committee invited the Governing Body to consider the possibility of placing the question of the limitation of loads carried by one man on the agenda of an early session of the International Labour Conference in so far as the urgency of the question warranted it.

26. The Governing Body will recall that, having had before it two resolutions of the Inland Transport Committee (No. 47 of 1951 and No. 63 of 1954), it had postponed any decision concerning the placing of this question on the agenda of the International Labour Conference until the results of the necessary studies were available, and in particular of studies to be made with governments and competent medical organisations. Since then very little information had been received from governments and, given the particularly heavy workload of the Office in the field of safety and health, it had not been possible to carry out the studies and investigations authorised by the Governing Body.

27. The Committee on Industrial Committees recommends that the Governing Body request the Director-General to take such steps as he may consider appropriate within the work programme of the Office in order to continue to give attention to the question of the limitation of loads carried by one man and to make proposals in due course concerning action which might be taken by the Organisation to promote the progress of international standards relating to this matter.

Safety and Health in Dock Work.

28. In resolution No. 81, which was adopted by 90 votes without opposition, with 43 abstentions, the Inland Transport Committee invited the Governing Body to request the Director-General—

(a) to consider the collection and publication of information on the extent to which the provisions of the I.L.O. Code of Practice on Safety and Health in Dock Work have contributed to an improvement in practices in different countries;

(b) to ensure, by periodical review and with the help of a committee of experts, if necessary, that the provisions of the Code are as comprehensive as possible and take account of technological and other developments, including adequate recommendations safeguarding the health and safety of dockworkers in the handling of unpleasant and harmful cargoes such as soot and hot cement;

(c) to call the attention of governments concerned to the existence of the Code of Practice of the I.L.O. and its usefulness as a guide to the establishment of minimum standards of safety and health in dock work.

29. The Code of Practice on Safety and Health in Dock Work was published in 1958. It would therefore be premature to request States Members, in the immediate future, to provide the Office with information on the extent to which the recommendations of the Code had contributed to an improvement of practices in different countries. For the same reason, and taking into account the resources of the Office and its priorities in the field of safety and health, it did not seem possible to envisage a first periodic revision of the Code with the assistance of a committee of experts before some time had elapsed. However, the important problem of safety and health of dockworkers would continue to receive most careful attention from the Director-General. As soon as the matter was ripe the Director-General might submit proposals concerning a possible revision of the Code. On the other hand, it would be useful, in keeping with the wish of the Inland Transport Committee, to draw once again the attention of the governments concerned to the undoubted usefulness of the Code as a guide to the establishment of national standards on the subject.

30. The Committee on Industrial Committees recommends that the Governing Body take note of the information contained in the preceding paragraph and request the Director-General to draw the attention of governments to the views and requests expressed by the Inland Transport Committee in resolution No. 81.

31. Mr. Erdmann pointed out that the Employers' members of the Inland Transport Committee had abstained in the voting on resolution No. 81 for the reasons of procedure indicated in the presentation of the report. He wished it to be clearly understood, because they held negative views concerning the need for safety and health in ports. The Employers' members of the Committee on Industrial Committees would therefore abstain on this point.

Composition of the Inland Transport Committee.

32. In resolution No. 82, adopted without opposition, the Inland Transport Committee invited the Governing Body to take into consideration, when reviewing the composition of the Inland Transport Committee, the possibility of giving a stronger representation to developing countries, particularly to those which had achieved independence since the last general revision of Industrial Committee membership.

33. The Governing Body carried out the second periodic review of the composition of the membership of Industrial and analogous Committees at its 143rd Session (November 1959).1 On that occasion, in accordance with the guiding principles which it had adopted for the review, it sought to ensure an appropriate geographic distribution of the seats on such committees as well as an adequate representation of underdeveloped regions. It was decided, at that time, that the situation concerning the composition of Industrial and analogous Committees would be re-examined after an interval of about five years, that is to say about 1964.

34. The Committee on Industrial Committees recommends that the Governing Body take into account resolution No. 82 summarised above when it undertakes the next review of the composition of Industrial and analogous Committees.

Vocational Training in Inland Transport in Developing Countries.

35. In resolution No. 83, adopted without opposition, the Inland Transport Committee invited the Governing Body to request the Director-General to consider the possibility of establishing in developing countries training centres for both national instructors and trained staff for the operation of transport.

36. The Office had already collaborated in the establishment of such training centres in several countries at the request of their governments and within the framework of its technical assistance programme. Any other technical assistance request in this field addressed by governments would be examined with care. After study, concrete proposals would be submitted to governments aiming at the solution of proven needs and, if necessary, at establishing and running, through national technical assistance programmes, training centres for instructors and staff for the operation of transport.

37. The Committee on Industrial Committees recommends that the Governing Body take note of the above information.

Inland Transport Committee (Eighth Session) : Agenda.

38. Finally, in resolution No. 84, adopted without opposition, the Inland Transport Committee invited the Governing Body, when it drew up the agenda for

1 See Minutes of the 143rd Session of the Governing Body, seventh sitting, pp. 48-54, eighth sitting, pp. 55-56, and Appendix XII, paras. 3-93, pp. 84-90.
the Eighth Session of the Inland Transport Committee, to select items from among those suggested by the Committee.

30. The Committee on Industrial Committees recommends that the Governing Body postpone to a later session the examination of the proposals of the Inland Transport Committee concerning the agenda of its Eighth Session.

II. Meetings of Industrial and Analogous Committees in 1963

40. In accordance with the procedure established in 1960, following the Governing Body's decision at its 140th Session (November 1958) to hold four major meetings the following year, the Committee on Industrial Committees resumed the examination initiated at the previous session of the Governing Body 1 of the recommendations it might make with a view to convening in 1963 some of the existing Industrial Committees or ad hoc meetings for particular branches of activity.

Choice of Meetings.

41. Revised proposals were before the Committee. The Chairman recalled that the Committee was called upon to recommend to the Governing Body an order of priority for the holding of four meetings; the fourth meeting could be put forward only on a tentative basis, pending a decision to be taken by the Governing Body with regard to the over-all programme of major meetings to be held in 1963.

42. Mr. Faupl, on behalf of the Workers' members of the Committee, proposed that a list of four meetings should be recommended, which the Governing Body would be invited to convene, with the following order of priority:

Textiles Committee (Seventh Session).

Iron and Steel Committee (Seventh Session).

Tripartite Technical Meeting for the Food Products and Drink Industries.

Building, Civil Engineering and Public Works Committee (Seventh Session).

43. On behalf of the Employers' members, Mr. Erdmann stated that his group would accept this proposal, subject, however, to the scope of the Seventh Session of the Textiles Industry Committee being limited to the textile industry. In addition, in reply to a question put by Mr. Erdmann, the Deputy Director-General (Mr. Rens) pointed out that if the Governing Body were to decide to convene in 1963 not one but two major meetings other than the four mentioned above, the result would be that only the first two proposals submitted by the Committee on Industrial Committees would be retained; he added, however, that the Director-General did not at present envisage proposing more than one major meeting other than those of Industrial Committees or analogous meetings.

44. The Tunisian Government member, while not opposing the proposal put forward by the Workers' members, drew attention to the interest shown by many countries in the economic development of their textile and clothing industries. He noted that the problems which arose in the recently established manufacturing industries in the field of industrial safety and health and vocational training. It would therefore be desirable to establish the following order of priority: Tripartite Technical Meeting for the Food Products and Drink Industries; Tripartite Technical Meeting for the Leather and Footwear Industry; Seventh Session of the Building, Civil Engineering and Public Works Committee; and Tripartite Technical Meeting for the Woodworking Industry.

45. In this connection, replying to a question raised by the Government member of the Federal Republic of Germany, the Representative of the Director-General (Mr. Evans) confirmed that the Governing Body at its 140th Session (November 1958) had provided that not more than one ad hoc meeting for an industry not hitherto covered would be convened each year.

46. The Committee on Industrial Committees recommends to the Governing Body that it approve, in the order of priority given below, the following list of meetings of the Industrial Committee type for 1963:

(1) Textiles Committee (Seventh Session).

(2) Iron and Steel Committee (Seventh Session).

(3) Tripartite Technical Meeting for the Food Products and Drink Industries.

(4) Building, Civil Engineering and Public Works Committee (Seventh Session).

Textiles Committee (Seventh Session): Agenda.

47. The Committee had before it two proposals concerning the agenda of a Seventh Session of the Textiles Committee, the choice being dependent on whether it was decided that this session would consider only questions concerning the textile industry or whether it would also consider an item concerning the clothing industry.

48. Mr. Faupl, on behalf of the Workers' members, proposed that the second solution be retained and drew particular attention to the fact that the textile industry and the clothing industry were closely connected. He added that the proposed technical meeting would be all the more desirable in that for the moment no provision was made for an ad hoc meeting for the clothing industry; several organisations both of workers and employers had therefore approached the Workers' members of the Committee to suggest that the Seventh Session of the Textiles Committee should deal also with the clothing industry.

49. On the other hand, Mr. Erdmann, speaking on behalf of the Employers' members, while conceding that there was a close relationship between these two branches of activity, expressed the view that the adoption of a combined agenda would inevitably create difficulties for delegates in respect of participation in the Seventh Session of the Textiles Committee. As there could be no more than two Employers' and two Workers' delegates in each delegation, experts coming from the textile industry would, in the last resort, be called upon to vote on problems concerning the clothing industry and conversely. This would therefore lead to a system of joint decision between representatives of two branches, neither of which was in a position to take into account the particular conditions obtaining in the other branch. From the Employers' side that would certainly give rise to difficulties, and it was with this point in mind that he had made reservations on behalf of the Employers' members with regard to the list of priorities proposed in paragraph 46 above. By limiting the agenda to questions solely concerning the textile industry no harm would necessarily be done to the clothing industry; the latter industry figured on a list of branches of activity for which the Governing Body had agreed to consider the possibility of holding ad hoc meetings, and if in the following year it was proposed to convene such a meeting for the clothing industry, the Employers' members, bearing in mind the present circumstances, would probably give favourable consideration to such a proposal.

50. Mr. Yllanes Ramos added that the adoption of a combined agenda would hamper the work required for the textile industry, particularly as regards Latin America, which as an outsider would have to face up to difficulties on both the national and international markets and would therefore have to take important steps to modernise. For this reason, the I.L.O. had sent a special mission to Mexico to study this problem, which was so important in that country. Such measures, which affected in particular the training and retraining of workers, could give rise to difficulties in labour-management relations, if the Textiles Committee at its

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1 See Minutes of the 149th Session of the Governing Body, third sitting, p. 27, and Appendix XI, paras. 66-86, pp. 76-78.
Seventh Session were called upon to study both the problems arising in the textile industry, where considerable experience had already been acquired, and the clothing sector, which was an entirely new field; it was to be feared that the Committee would have to face serious difficulties and its work would yield little result. On the other hand the Employers' members favoured the idea of convening an ad hoc meeting for the clothing industry in 1964.

52. Mr. Fennema regretted that in his revised proposals the Director-General had not seen fit to include the objections he had raised at the previous session on behalf of the Employers' members against the adoption of an agenda covering the clothing industry also. If it could be said that the textile industry and the clothing industry were interdependent, this did not necessarily constitute a reason for the problems of these two branches of activity being dealt with by a single committee, any more than there had been reason to merge the Iron and Steel Committee and the Metal Trades Committee. Industrial Committees worked more efficiently when they dealt with a homogeneous industry. The Textiles Committee already covered a very wide field. The definition of its scope as adopted by the Governing Body did not include the clothing industry.

53. To these arguments by the Employers' members Mr. Faupl replied that it would nevertheless be extremely useful to examine certain problems of the textile industry and the clothing industry at the same time; furthermore, a considerable number of undertakings worked in both these two fields, and they had made it clear that only the adoption of a combined agenda would give them the opportunity to make themselves heard.

54. Mr. Richter added that in fact the clothing industry, when placing its orders with the textile industry, based itself on the market possibilities; there was therefore a close relationship between these two branches of activity in the economic field. They did not compete against each other, and it might be expected that delegates coming from these two sectors would be able jointly to reach reasonable conclusions.

55. The United Kingdom Government member pointed out that if the Workers' and Employers' members could not reach an agreement, the decision would have to be a compromise solution. It would appear that if a combined agenda were envisaged the representation difficulties invoked by Mr. Erdmann would not perhaps be so serious; in fact, since there were two Employers' and two Workers' delegates, one could be chosen from the textile industry and the other from the clothing industry. With regard to the General Report, which by tradition constituted the first item of the agenda of an Industrial Committee, a decision might be taken to restrict it to the textile industry.

56. Mr. Erdmann replied that such a solution would not solve the representation difficulties. It would be possible in principle to appoint expert Employers' delegates to each of the two technical subcommittees; on the other hand, when the reports of these two subcommittees were submitted to the Industrial Committee, the experts from the textile industry would have to make decisions concerning the clothing industry and conversely.

57. In conclusion, the Committee on Industrial Committees decided by 10 votes to 9, with 4 abstentions, to recommend only the items concerning the textile industry for the agenda of the Seventh Session of the Textiles Committee.

58. Mr. Faupl, on behalf of the Workers' members, reserved the right to raise this matter again in the Governing Body.

59. Mr. Erdmann confirmed that the Employers' members, bearing in mind present circumstances, would give priority support for an ad hoc meeting for the clothing industry in 1964.

60. The Committee on Industrial Committees then proceeded to examine the items to be included in the agenda of the Seventh Session of the Textiles Committee. In addition to the first item concerning the General Report, the following technical items had been suggested in paragraph 26 of the Office document:

II. Problems of training and retraining in the light of the application of work study methods and other technological developments in the textile industry.

III. Conditions of employment and related problems in the textile industry in countries in the course of industrialisation.

61. Mr. Faupl, on behalf of the Workers' members, proposed that the second item should be replaced by: "Apprenticeship and vocational training, particular consideration being given to any necessary retraining of textile workers for new jobs within the textile industry." He explained that this was one of the suggestions unanimously made by the Textiles Committee at its Sixth Session.

62. Mr. Ambekar added that this second wording had the great advantage of laying emphasis on retraining, whereas the wording suggested by the Office document suggested that the committee should be more concerned with new technical developments which was in fact the case of the clothing industry. He alluded to a subject on which there was as yet no substantial measure of agreement, namely the question of work study.

63. Mr. Erdmann pointed out, however, that the problems raised by work study methods and other technical developments could be far-reaching in an industry which was changing so rapidly; therefore the wording suggested by the Office well reflected the situation obtaining in these industries.

64. Mr. Yllanes Ramos recalled that in many of the developing countries the necessary modernisation of the textile industry could create redundancy and that the adaptation of workers to new production methods and the search for alternative employment both gave rise to acute retraining problems. Work study was important at a moment when the industry was being transformed.

65. The U.S.S.R. Government member drew attention to the interesting proposal made by the Employers' members. The wording they suggested would enable, among other things, a study to be made of the problems of mass production and mass employment, a task which the I.L.O. might consider of great interest, whereas the wording proposed in the Office document was more restrictive. References to technological developments could be made in the General Report. As far as he was concerned it would have been preferable to give a higher priority to the Seventh Session of the Building, Civil Engineering and Public Works Committee.

66. The United Kingdom Government member pointed out that in proposing the wording of the second item the Director-General had endeavoured to combine various suggestions formulated by the Textiles Committee at its Sixth Session and to extend the scope of the study of the clothing industry and of employment policy, both of which were subjects in which the I.L.O. showed considerable interest, whereas the wording proposed in the Office document was less comprehensive. References to technological developments could be made in the General Report. As far as he was concerned it would have been preferable to give a higher priority to the Seventh Session of the Building, Civil Engineering and Public Works Committee.

67. In conclusion, the Committee on Industrial Committees decided by 10 votes to 9, with 4 abstentions, to recommend only the items concerning the textile industry for the agenda of the Seventh Session of the Textiles Committee.
should be examined in connection with trade union co-operation. This composite formula did not, however, appear to please members of the Committee on Industrial Committees.

67. The Rumanian Government member invited the Committee on Industrial Committees to reach a compromise solution by completing the wording of the second item as proposed in the Office document with a reference to apprenticeship and new jobs.

68. At the Committee's invitation the Deputy Director-General (Mr. Regn) proposed the following compromise wording: "Problems of apprenticeship, vocational training and retraining in the light of new needs in the industry and new jobs, taking into account developments arising from work study methods and techniques."

69. As the result of a short exchange of views on this text, the Committee on Industrial Committees recommends to the Governing Body that the agenda of the Seventh Session of the Textiles Committee be as follows:

I. General Report dealing particularly with—
(a) action taken in the various countries in the light of the conclusions adopted at previous sessions of the Committee;
(b) steps taken by the Office to follow up the studies and inquiries proposed by the Committee;
(c) recent events and developments in the textile industry.

II. Problems of apprenticeship, vocational training and retraining in the textile industry.

III. Conditions of employment and related problems in the textile industry in countries in the course of industrialisation.

70. It was understood that the part of the General Report dealing with recent events and developments in the textile industry would refer to the effects of international trade in textiles on wages and on conditions and level of employment in the textile industry.

71. It was also understood that the second item would be dealt with in order to meet the new needs of the industry and the better training of workers for new jobs, taking into account the progress achieved in the industry in the fields of work study methods and techniques.

Iron and Steel Committee (Seventh Session): Agenda.

72. The Committee then examined the proposals before it in paragraph 60 of the Office document concerning the agenda of the Seventh Session of the Iron and Steel Committee. For the third item on the agenda, i.e. the second technical item, the Committee was requested to choose between the two following questions: "job evaluation in the iron and steel industry" and "scope and methods of collective bargaining in the iron and steel industry."

73. In reply to a question by Mr. Erdmann, the representative of the Director-General (Mr. Evans) pointed out that at its Sixth Session the Iron and Steel Committee had considered a situation of the question of "wage structure" but that the Office, when planning the report which would have to be written on this subject, had reached the conclusion that it would be preferable to adopt the more restricted notion of job evaluation, that is of a method of wage determination which had been successfully applied in the iron and steel industries of various countries.

74. Mr. Faupl, however, pointed out that in other countries this method had not given satisfaction and that furthermore, under the heading of wage structure, consideration would also have to be given to profit sharing, to guaranteed wages and many other methods.

75. In conclusion, and bearing in mind the suggestions made by the Iron and Steel Committee at its Sixth Session, the Employers' and Workers' members of the Committee agreed to propose that the second alternative given above should constitute the third item on the agenda.

76. The Committee on Industrial Committees recommends to the Governing Body that the agenda of the Seventh Session of the Iron and Steel Committee be as follows:

I. General Report dealing particularly with—
(a) action taken in the various countries in the light of the conclusions adopted at previous sessions of the Committee;
(b) steps taken by the Office to follow up studies and inquiries proposed by the Committee;
(c) recent events and developments in the iron and steel industry.

II. Technological developments and their influence on the structure of remuneration, organisation of work and safety in iron and steel plants.

III. Scope and methods of collective bargaining in the iron and steel industry.

77. Under the heading of recent events and developments in the iron and steel industry, it was intended to deal, among other matters, with the contribution to productivity made by investment in improved facilities, and the growth of the industry both technically and geographically.

Tripartite Technical Meeting for the Food Products and Drink Industries: Agenda.

78. The Governing Body had before it a draft agenda comprising three items.

79. Replying to questions put by Mr. Erdmann, the representative of the Director-General (Mr. Evans) confirmed that the general examination of problems arising in the food products and drink industries, which constituted the first item on the proposed agenda, would relate to the social aspects of problems arising in the industries in question and that any other aspects would be examined only in relation to their social repercussions. The first item on the agenda would be dealt with in the same manner and under the same procedure as the General Report prepared for Industrial Committees. Bearing in mind the difficulty of clearly defining the scope of such diverse and complex industries such as the food products and drink industries, it was indicated that for each of the three reports the Office would merely select from the various branches examples to illustrate problems under discussion.

80. Mr. Erdmann expressed the wish that the choice of these examples should not extend to too many different branches and drew attention to the difficulties which the various countries would encounter in selecting their delegations if the scope of the Committee were too wide.

81. The Committee on Industrial Committees recommends to the Governing Body that the agenda for the Tripartite Technical Meeting for the Food Products and Drink Industries be as follows:

I. General examination of the problems arising in the food products and drink industries.

II. Social consequences of technological developments in principal branches of the food products and drink industries.

III. Health and safety problems in the food products and drink industries.

Building, Civil Engineering and Public Works Committee (Seventh Session): Agenda.

82. The Committee on Industrial Committees then proceeded to adopt the agenda for the Seventh Session of the Building, Civil Engineering and Public Works Committee in the event of the Governing Body including a meeting of this Committee in the programme.
of meetings for 1963. It considered the agenda proposed in the document submitted by the Office and decided to amend the third item on the basis of the wording unanimously adopted in this connection by the Committee at its Sixth Session.

83. The Committee on Industrial Committees recommends that if the Governing Body includes the Seventh Session of the Building, Civil Engineering and Public Works Committee in the programme of meetings for 1963, the agenda 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 construction industry.

II. Technological changes in the construction industry and their socio-economic consequences.

III. Practical measures for the regularisation of employment in the construction industry.

III. Ad Hoc Tripartite Meeting for the Printing and Allied Trades: Composition

84. At its 147th Session (Geneva, November 1960) the Governing Body authorised the convening in 1962 of an Ad Hoc Tripartite Meeting for the Printing and Allied Trades. The Committee on Industrial Committees examined proposals before it concerning the composition of this meeting.

85. The Committee on Industrial Committees recommends to the Governing Body that delegations to the Ad Hoc Tripartite Meeting for the Printing and Allied Trades should consist of two Government delegates, two Employers' delegates and two Workers' delegates from each of the participating countries, the cost of the Workers' and Employers' delegates being borne by the Office.

86. As regards the list of countries to be invited, the Office made the following proposals: Argentina, Austria, Colombia, Denmark, France, Federal Republic of Germany, India, Italy, Japan, Mexico, Netherlands, Nigeria, Pakistan, Poland, Senegal, U.S.S.R., United Arab Republic, United Kingdom and United States.

87. This list appeared to strike a balance between the countries with a well-established printing tradition and those where the industry was fast growing, as well as between the various geographical regions of the world and the different linguistic groups. Furthermore, it took into account the wishes expressed in 1959 by the States Members of the I.L.O., which were invited to indicate, on the occasion of the revision of the composition of Industrial Committees, the meetings in which they would be particularly interested. Available credits made it possible to invite only 19 States to participate in the meeting.

88. Mr. Erdmann pointed out that Poland and the U.S.S.R. appeared in the list of countries given above and that these countries, in the opinion of the Employers' members of the Governing Body and of the free Employers' delegates to the International Labour Conference, were not in a position to appoint really tripartite delegations.

89. The U.S.S.R. Government member pointed out that this remark concerned part V of the present report, namely the revision of the Standing Orders for Industrial Committees.

90. Mr. Faupl stated that the Workers' members regretted that budgetary limitations did not enable the Office to propose inviting more than 19 countries.

91. The Committee on Industrial Committees recommends to the Governing Body that the following countries should be invited to be represented at the Ad Hoc Tripartite Meeting for the Printing and Allied Trades: Argentina, Austria, Colombia, Denmark, France, Federal Republic of Germany, India, Italy, Japan, Mexico, Netherlands, Nigeria, Pakistan, Poland, Senegal, U.S.S.R., United Arab Republic, United Kingdom and United States.

IV. Chemical Industries Committee: Invitations to Non-Governmental International Organisations for the Sixth Session

92. The Committee on Industrial Committees recommends to the Governing Body that the following non-governmental international organisations be invited to be represented by observers at the Sixth Session of the Chemical Industries Committee:

- International Federation of Christian Factory and Transport Workers' Unions.
- International Federation of Christian Unions of Salaried Employees, Technicians, Managerial Staff and Commercial Travellers.
- International Federation of Industrial Organisations and General Workers' Unions.
- International Federation of Supervisory Staff in the Chemical and Related Industries.

V. Revision of the Standing Orders for Industrial Committees: Appointment of a Working Party

93. At its 149th Session the Governing Body considered, on the basis of the report of its Committee on Standing Orders and the Application of Conventions and Recommendations, the question of the membership of subcommittees of Industrial Committees. It was decided that instead of analysing provisions of the Standing Orders for Industrial Committees relating to this question, it would be advisable for revised Standing Orders to be drawn up which would leave no doubt as to the powers of the groups and of the Committee as a whole.

94. It was furthermore decided that a revision would also be made of the Document for the Guidance of Industrial Committees, and the Office was therefore requested to prepare a comprehensive document. Finally the Governing Body decided also that the matter should be referred in the first place to a Working Party of the Committee on Industrial Committees and that the Working Party should report to the Committee on Industrial Committees, which would subsequently pass on its conclusions to the Committee on Standing Orders and the Application of Conventions and Recommendations. This Working Party would be composed of two members from each of the three groups of the Committee. The Committee had before it a paper reminding it of these various decisions.

95. The Workers' members of the Committee appointed as their representatives to the Working Party Mr. De Bock and Mr. Faupl, with Mr. Móri as substitute member. It was understood that the Government group and the Employers' group of the Committee would communicate the names of their representatives when the present report was examined by the Governing Body.  

96. The Committee proposed that the Working Party should have one week for its discussion. The Governing Body would have before it proposals to this effect under item 23 on its agenda. The Director-General expected to send the document which the Office was asked to prepare to members of the Working Party in mid-January 1962. 

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3 See Minutes of the 146th Session of the Governing Body, third sitting, pp. 29-30, and Appendix XIII, paras. 24-30, p. 86.
4 See above, eighth sitting, p. 58.
5 See below, Appendix XXIII, p. 161.
97. The Committee on Industrial Committees received communication of a letter dated 9 September 1961 in which Mr. Goroshkin, representative of the Government of the U.S.S.R. on the Governing Body, referring to the Seventh Session of the Inland Transport Committee of the I.L.O. (Geneva, May 1961), protested against the fact that in this Committee titular seats in the technical subcommittees were not given to the Employers' delegates from the U.S.S.R. As this protest concerned the membership of subcommittees of Industrial Committees which was one of the points to be covered by the revision of the Standing Orders for Industrial Committees, the Committee on Industrial Committees decided to transmit Mr. Goroshkin's letter to the working party set up to study the functioning of Industrial Committees, their Standing Orders and the document for their guidance.

98. Mr. Erdmann nevertheless pointed out that this was a communication from a member of the Governing Body, and the question might be raised regarding the legal basis on which it had been distributed to members of the Committee on Industrial Committees. The Employers' members also reserved the right to submit a communication which would be dealt with in the same manner.

VI. Other Questions

Importance of Apprenticeship and Training for Countries in the Course of Economic Development.

99. The Venezuelan Government representative on the Governing Body stressed the interest with which the countries in the course of economic development followed the work of the I.L.O. and particularly of the Committee on Industrial Committees of the Governing Body. He expressed the wish that the Committee on Industrial Committees would place the question of apprenticeship and technical training on the agenda of one of the future sessions of the Iron and Steel Committee in particular. These problems were of vital interest to the countries in the course of economic development, since they had to draw into their developing industries a large number of workers coming mostly from the rural areas. The Committee noted this communication with interest.

CLAUSSEN,
Chairman and Reporter.
Seventeenth Item on the Agenda: Report of the Committee on Operational Programmes

1. The Committee on Operational Programmes met on Friday, 17 November 1961, under the chairmanship of Mr. Hauck. The Committee held two sittings and examined the following items on its agenda:

I. Magnitude and balance of the operational activities in 1963 under the ordinary budget of the I.L.O.


III. Current trends in the employment situation and proposals for further I.L.O. action in the sphere of employment.

The Committee also discussed the agenda of its next meeting, which will be held in connection with the 151st Session of the Governing Body.

Magnitude and Balance of the Operational Activities in 1963 under the Ordinary Budget of the I.L.O.

2. On the basis of the documentary material submitted to them members of the Committee held a general discussion on the main questions arising from the operational activities carried out under the ordinary budget, and in this connection referred to the Office's other operational activities under the Expanded Programme of Technical Assistance, the United Nations Special Fund and trust funds. Most speakers considered that the Office document, and in particular its appendix, contained very useful information concerning these programmes and would substantially assist the Committee in carrying out its terms of reference. At the end of the discussion the Deputy Director-General replied to the main points which had been raised; he assured the Committee that all these points would be examined by the Office, which would take them into account in preparing and implementing its operational programmes and in the organisation of the Committee's work.

3. Many speakers stressed the need for greater co-ordination among the various technical co-operation programmes and in particular between I.L.O. programmes and multilateral or bilateral programmes of organisations other than those in the United Nations family. Attention was drawn to the need for strengthening liaison with the regional economic commissions, in particular the Economic Commission for Latin America (E.C.L.A.). Referring to the Charter of Punta del Este and the programme of the Alliance for Progress, a number of speakers asked that the Washington Branch Office should be reinforced so as to develop liaison with organisations such as the Organisation of American States and the Inter-American Development Bank; the same applied to the Lima and Mexico Field Offices. Reference was also made to the Resolution on the Co-ordination of Technical Assistance Activities adopted by the Economic and Social Council at its 32nd Session in July-August 1961.

4. The Committee was informed that I.L.O. officials had standing instructions, in the preparation and implementation of projects, to co-ordinate their work with the activities of all other bodies concerned with technical assistance. A Liaison Office with E.C.L.A. had recently been established. Temporary measures had been taken to reinforce the Washington Office, and decisions were to be expected in the case of the Mexico and Lima Field Offices. Co-ordination with bilateral programmes was being pursued and had, in a Middle Eastern country, resulted in an agreement between the I.L.O., the government of the country concerned and that of another country which was providing it with technical assistance; this would make it possible to set on foot a more comprehensive training programme.

5. A number of speakers thought that the Office should avoid the dispersion of its technical co-operation activities and concentrate on large-scale long-term projects—which would be facilitated by the new E.P.T.A. and Special Fund programming procedures—even if this meant eliminating other projects. Various members of the Committee pointed out, however, that short-term projects would always be necessary. Technical assistance should be so conceived as to produce practical results and have an immediate impact on national economies and standards of living. In this connection the Committee was informed that the Office sought through technical co-operation to establish institutions with a solid foundation in the countries themselves and capable of being taken over by the national authorities with a minimum of external assistance. Short-term projects were sometimes at the origin of long-term projects. However, governments alone decided on the content of technical co-operation programmes, and the Office could do no more than help in guiding their choice in the light of its experience.

6. Many speakers emphasised the importance of vocational training and remarked that its proportionate share in the ordinary budget programme had recently dropped. A Government member considered that too much importance was given to supervisory training and management development, and that the main concern should be the training of skilled workers. Other members of the Committee from the three groups, on the other hand, drew attention to the usefulness for countries in the course of development, and particularly newly independent countries, of training of national key personnel at all levels, including industrial management development and retraining. As resources under the various programmes were limited, the I.L.O. should concentrate on training national management personnel and instructors who would, in their turn, be capable of training further instructors and skilled workers. It was pointed out that the Special Fund had adopted this method as the most workable.

7. Workers' education was considered by members of the three groups as a cornerstone of the regular technical assistance programme. The Workers' members asked for greater resources to be made available for such activities, which should be carried out in close co-operation with the independent and democratic trade unions. The methods used by the Office in this field should be diversified.

8. Several speakers stressed the importance of the rural development programme, as the majority of inhabitants of developing regions were still engaged in agriculture. However, some members of the Committee pointed to the desirability of harmonising the activities of the I.L.O. with those of F.A.O., and of endeavouring to finance rural development projects through E.P.T.A., so far as possible.
9. It was pointed out that too much emphasis under the regular programme was placed on surveys of various kinds such as those dealing with manpower. On the other hand, it was stressed that these surveys were indispensable to enable governments—which were in the more advanced developing countries; criteria for experts; the part played by the I.L.O. in the selection programme and, in some cases, with other I.L.O. technical general problems arising in connection with the regular plan and fix priorities. Reference was made in this connection to the report on Burma, which showed how certain projects had virtually failed because of insufficient preparation.

10. Several members of the Committee dealt with general problems arising in connection with the regular programme and, in some cases, with other I.L.O. technical assistance programmes, such as the recruitment of experts. The view was expressed that the selection and training of national “counterparts” working with the experts; the relative importance of fellowship programmes and the selection of fellows; worker trainees; utilisation of technical assistance facilities, particularly in the more advanced developing countries; criteria for the selection of technical assistance projects; distribution of programmes by regions; association of employers' and workers' organisations in the planning and implementation of technical co-operation programmes; and the follow-up of certain projects.

11. The members of the Committee particularly stressed the fact that experts should not be mere specialists with a perfect knowledge of their own field, but should also possess the necessary human qualities and adaptability. It was pointed out that the recruiting of experts was becoming increasingly difficult owing to the magnitude of the various technical co-operation programmes. The Office should therefore endeavour to widen the area from which experts were recruited. One member of the Committee, with the resources of the Socialist countries should be drawn upon, and others pointed out that experts might be found in the developing countries. The view was also expressed that a certain number of experts should be trained from among the better-qualified technicians. Another idea put forward was that the Office should have at headquarters highly qualified experts capable of preparing technical co-operation projects in collaboration with governments and of indicating the best methods for giving effect to the recommendations of expert missions. It was indicated that the Office, particularly members of the Committee, might approach several governments to invite them to speed up the training of experts with the necessary qualifications for technical co-operation work. Many headquarters officials, apart from their technical knowledge, had wide experience of technical cooperation; there was a demand for a closer connection between missions in connection with the planning of projects, supervision of their implementation and follow-up action. These officials might also, at the request of governments, assist in the operation of the institutions set up within the framework of technical co-operation.

12. Stress was laid on the fact that governments in receipt of technical assistance should exercise the greatest care in selecting the staff called upon to work with the experts, had it similarly approached several governments to be called upon to assume direct administrative responsibility when technical assistance was no longer provided; it was asked what part the Office could play in this connection. It was indicated that the Office had contracts; it was the Office to the I.L.O. in the selection of national “counterparts” and endeavour to ensure that they received proper training either in the course of the project itself or through the grant of fellowships for study in more advanced countries.

13. Several speakers pointed out that the number of fellowships awarded under the regular programme was considerably lower in 1961 than in 1960. It was also stated that the Office should exercise strict supervision of fellowship projects; government member stressed the importance of providing training opportunities for qualified national staff through the grant of fellowships for study in the more advanced countries; another member of the Committee wondered whether seminars and other meetings, owing to their relatively brief duration, deserved the emphasis which had been placed upon them. It was replied that the Office endeavoured, so far as possible, to link fellowships with technical assistance projects; moreover, it did not necessarily correspond to the strictest possible technical supervision over the selection of candidates nominated by governments. Regarding the number of fellowships, account should be taken of those awarded under E.P.T.A. and the Special Fund. The facilities often by developing countries for the placing of fellows—and also for the recruiting of experts—were systematically explored by the Office.

14. Several speakers referred to paragraph 31 of the Office document, which set out the criteria established by the Governing Body for the types of operational assistance which could be provided under sub-item 16.00 of the budget. Briefly, these were as follows:

(a) projects to meet urgent needs of governments which have been unable to comply with the timing procedures for requesting aid established under the Expanded Programme;

(b) projects which do not enjoy a sufficiently high priority under the Expanded Programme or which do not bear a sufficiently direct immediate relationship to economic development to be implemented in the manner preferred by the government;

(c) projects requested by industrially more advanced countries which are not eligible for aid under the Expanded Programme;

(d) exploratory or survey missions in preparation for projects to be implemented under other operational programmes (the Expanded Programme or the Special Fund) or follow-up missions;

(e) projects requested by an intergovernmental organisation outside the United Nations family seeking I.L.O. help in the particular fields of its competence.

In reply to a question by a Government member, it was specified that, out of some 70 projects approved for 1961, 27 belonged to group (a), 20 to group (b), five to group (c), ten to group (d) and eight to group (e). Those extending over the longest period belonged to groups (a), (c) and above all (b). The number of requests for technical assistance under the regular programme was such that a large proportion—two-thirds of these belonging to group (a)—could not be met. The selection procedure, in which the field offices generally co-operated, was based on careful consideration by the technical divisions, the Field Service Division, the Assistant Directors-General and the Deputy Director-General, who was entrusted with the co-ordination of technical assistance activities; only after this detailed examination had taken place were recommendations made to the Director-General.

15. A Government member asked whether consideration might not be given to the financing of certain projects, particularly in groups (a) and (d), through the Expanded Programme and, in particular, through its Contingency Fund. It was explained that the resources available to the Fund were limited, that the criteria established for their use—the Executive Chairman of the Technical Assistance Board did not necessarily correspond to the priorities contemplated for the purposes of the I.L.O.'s own activities and, finally, that the greater part of the Fund was now being used to meet the needs of the African States.

16. A Government representative noted that the share of Asia within the over-all programme of technical assistance activities had decreased appreciably. It was explained that this was essentially because priority had been given to a number of African States which had just achieved their independence; several members of the Committee stated that these countries should receive more aid.
17. Some speakers pointed to the need for associating employers' and workers' organisations in the planning and implementation of technical co-operation programmes, particularly with respect to workers' education. It was pointed out that, while the Office would spare no effort to that end, final decision in the matter rested with governments.

18. Concerning the question of the follow-up of projects, which was raised by various members of the Committee, mention was made of the missions carried out, for example, under the Expanded Programme, some of which had assumed unfulfilled requests. It was pointed out that the size of the programme depended on the funds available; of the other sub-items had also increased, and new sub-items had been added: altogether, the funds allotted amounted to $656,000.

19. Members of the three groups emphasised the need for expanding technical assistance activities under the regular budget, in view of the large number of unfulfilled requests. It was pointed out that the size of the programme depended on the funds available; those provided under sub-item 16.00 had risen from $92,000 in 1959 to $240,000 in 1960, $300,000 in 1961 and $360,000 in 1962. The funds available under most of the other sub-items had also increased, and new sub-items had also been created. Altogether, the funds allotted to operational programmes under the 1962 budget amounted to $656,000.

20. Various suggestions concerning questions which, it was felt, called for more detailed examination were put forward during the discussion. They are summarised in paragraphs 33 to 38, dealing with the Committee's future work.

21. The Committee recommends the Governing Body to take note of the views expressed during its discussion on the magnitude and balance of operational activities, and to request the Director-General to take these views into account in preparing his budget proposals for 1963. It is further recommended that the Director-General should take into account the views expressed on the nature of the various technical assistance programmes and on the problems raised by technical co-operation activities.

An Evaluation of I.L.O. Operational Programmes in Burma (1950-60)

22. Members of the three groups of the Committee expressed their appreciation of this report and praised its sincerity, objectivity and frankness. It was felt that it would be very useful to prepare other reports of this kind in the future. It was pointed out that constructive lessons could be drawn from this appraisal of technical assistance activities in an individual country. A Worker member mentioned a number of examples. Some failures had been due to insufficiently thorough study of the situation prior to implementing a project. Selection of experts with the necessary human qualities and spirit of co-operation was, as the report clearly showed, another essential prerequisite for the success of any technical assistance undertaking. Finally, the report's economic considerations overshadowed social ones—despite the fact that, while economic development was undoubtedly a condition for social progress, the latter should always be the main preoccupation of the I.L.O.

23. The Deputy Director-General indicated that the Government of Burma had provided the most valuable co-operation in the preparation of the report and had approved its text. This was an example of very fruitful co-operation between the I.L.O. and the government of a member State.

24. The Committee has taken due note of the evaluation of I.L.O. operational programmes in Burma from 1950 to 1960. It recommends that the Governing Body request the Director-General to convey to the Government of Burma its great appreciation of the Government's co-operation in preparing the evaluation. It recommends that further reports of the same kind should be submitted to it from time to time, and that the Director-General should be guided by their conclusions.


25. It was observed that the Committee was not called upon to approve at this stage all of the different activities and projects outlined in the document on this subject which it had before it. Other opportunities would arise during the Governing Body to consider whether it wished to endorse particular items. The following comments were made upon different elements in the programme of action.

26. Despite the attention already given to employment problems and policies by the Meeting of Experts on Employment Objectives in Economic Development and by the International Labour Conference at its 45th Session in 1961, there was still a need to arrive at a clearer and fuller picture of the employment problems facing the developing countries. The Conference resolution on employment policy had drawn attention to unemployment as a cause of poverty, social injustice and social imbalance. Many developing countries were suffering from population pressure on resources, serious unemployment was exacerbated by the flight from the land, and there were chronic rural under-employment and insufficient rural development owing to lack of capital, malinvestment of labour between regions and lack of skilled manpower. It was important for the I.L.O. to study these problems in greater depth. It might convene regional meetings of experts on the subject. The proposed preparatory technical conference on employment policy should give major attention to the needs in less developed countries and Latin America. The proposed meeting of experts on social objectives in economic development should take place in the first half of 1962. This meeting would provide a useful opportunity to study important social aspects of economic development that had not been covered by the Meeting of Experts on Employment Objectives in Economic Development. Experts on the setting and implementation of employment objectives in economic development planning such as had been assigned to the advisory groups established by E.C.L.A. should be provided to assist other regional bodies and governments in the developing countries. It was important for the I.L.O. to gather and disseminate information on practical measures that were being taken to expand employment in these countries.

27. The proposed mission to the U.S.S.R. (paragraph 14 of the document) should seek to obtain a clear on-the-spot picture of the methods of manpower planning and organisation used in that country.

28. An assurance was sought, and given by the representative of the Soviet Union, that in conducting the inquiry in Africa proposed in paragraph 30 the applicability of the Forced Labour Convention, 1930 (No. 29), would be borne in mind.

29. I.L.O. consultation with the United Nations concerning possible action to promote investment in the development of human resources was welcome since the Conference had laid emphasis on this as compared to material investment. The Conference had also stressed that the objective of full employment should embrace the principle that it be freely-chosen employment; this should be borne in mind, and priority should be given to the objective of full employment in the further development of countries.

30. The representative of the Director-General stated that regional meetings as envisaged; for example I.L.O. officials concerned with employment questions would meet with officials of E.C.L.A. during 1962 in order to plan how to help Latin American
countries further in tackling employment problems. Action similar to that being undertaken in co-operation with E.C.L.A. would be discussed with the Economic Commission for Africa and the Economic Commission for Asia and the Far East. It was intended to give major attention to employment problems and policies in developing countries in the documentation that would be prepared for the proposed preparatory technical conference referred to in paragraph 20 of the document. The proposed meeting of experts on social objectives in economic development could not be held in 1962 for budgetary reasons, but would be convened as soon as possible thereafter. The I.L.O. would, particularly through technical assistance, give help to governments at the stage of implementing employment objectives in economic development planning. Undoubtedly progress in giving such aid in Latin America encouraged the taking of a similar initiative in other countries.


31. It was observed that while the increase in total employment from 1960 to 1961 had generally resulted in a net reduction of unemployment this was true only when referring to the number of countries affected one way or another; the total number of unemployed, taking the countries mentioned as a whole, had increased. On the other hand, in contrast to the impression given in the document before the Committee, employment in manufacturing in the United States had been rising since February 1961, reaching an all-time high in October. Undoubtedly the most important of all factors there was the taking of a similar initiative in other countries, when referring to the number of countries affected one way or another; the total number of unemployed, taking the countries mentioned as a whole, had increased. On the other hand, in contrast to the impression given in the document. In Canada also there had been an improvement of the unemployed were unskilled or semi-skilled, and unemployment was of continuing concern there; many of the unemployed were unskilled or semi-skilled, and they were being assisted by training and retraining schemes under new legislation to promote area development. In Canada also there had been an improvement in employment in manufacturing recently. It was suggested that there was a need, when publishing statistics such as those in the document, which gave the impression that they were comparable, to point out specifically that they were in fact not fully comparable since they were computed on different bases in different countries.

32. The Governing Body may wish to take note of the views expressed on this subject during the discussion in the Committee and to request the Director-General to take them into consideration in the preparation of his proposals for future action by the I.L.O. in the field of employment.

Future Work of the Committee

33. During the discussion of the first item on the Committee's agenda, several members made suggestions concerning problems which they felt the Committee should examine in the future in view of their importance. These included recruitment of experts; review of criteria governing the approval of requests for technical assistance under sub-item 16.00 of the regular budget; information on fellowship programmes; utilisation of technical assistance facilities, particularly in developing countries; follow-up methods for certain technical assistance projects; co-ordination with bilateral and multilateral programmes; and overall relation of I.L.O. assistance programmes and economic development. It was also pointed out, in the light of paragraphs 46 to 49 of the Office document on the first item on the agenda, that it would be appropriate to prepare a review of the operational activities undertaken in the field of labour-management relations since the adoption by the Governing Body at its 134th Session (March 1957) of guiding lines concerning the future work of the Office in this field. It was suggested that the question of the action to be taken on the resolution on economic and technical assistance for the promotion of economic expansion and social progress in developing countries adopted by the Conference at its 45th Session (June 1961) should be placed on the agenda of the Committee's next meeting.

34. The Committee then discussed the agenda of its next meeting, to be held in connection with the 151st Session of the Governing Body. It noted first of all that, in accordance with a decision adopted on its recommendation by the Governing Body at the 148th Session (March 1961), it was required every year at the spring session to make an over-all evaluation of the various technical assistance programmes in which the I.L.O. was involved. The Committee took further note of another decision taken by the Governing Body at the 148th Session (March 1961), to study specific problems, such as the evaluation in depth of the programmes in given countries, the most suitable methods of technical assistance, or the recruitment of experts. It also considered the possibility of discussing labour-management relations (see above, paragraph 33).

35. The Committee felt that it was preferable to limit the number of items on its agenda to three, in view of the complex nature of technical co-operation problems.

36. A Government member, supported by an Employers' member, considered that the Committee should have before it, at the 151st Session of the Governing Body, the budget proposals for 1963 relating to operational programmes (item 16 of the regular budget). This would enable it to assess the proposed activities from the technical point of view and to submit its comments to the Financial and Administrative Committee prior to the latter's examination of this budget item. It was pointed out that the Committee, under the terms of reference assigned to it by the Governing Body, and pursuant to a decision taken by the latter at its 148th Session (March 1961), was called upon to determine at each annual session 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. The Committee had in fact just examined this question in connection with its first agenda item, and the Director-General would not fail to take account of the suggestions which had been made. The Workers' members felt that the Committee on Operational Programmes should not encroach on the competence of the Financial and Administrative Committee, which would be called upon to examine the budget proposals submitted by the Director-General. It was also pointed out that, if the Committee were to examine item 16 of the budget proposals, it would have to meet at the very beginning of the period fixed for meetings of Governing Body committees; this would involve substantial additional expense and would cause inconvenience to a number of members of the Governing Body.

37. The Committee decided to place on the agenda of its next meeting, to be held during the 151st Session of the Governing Body, the following three questions: (a) over-all evaluation of the various technical assistance programmes of the I.L.O. in 1961; (b) recruitment of experts; (c) action to be taken on the resolution on economic and technical assistance for the promotion of economic expansion and social progress in developing countries, adopted by the Conference at its 45th Session (June 1961).

38. In view of the opinions expressed during the discussion, the Committee agreed that in paragraph 5 of this report, the Committee decided to ask the Governing Body whether it considers that the Committee should at its next meeting examine from a technical point of view the proposals under item 16 of the regular budget proposals for 1963 to be submitted by the Director-General, with a view to conveying its opinion to the Financial and Administrative Committee on the advisability of the action to be taken on the resolution on economic and technical assistance for the promotion of economic expansion and social progress in developing countries.
APPENDIX XVIII

Eighteenth Item on the Agenda: Composition and Agenda of Committees and of Various Meetings

Proposals concerning the Committee of Social Security Experts

Composition of the Committee.

1. The Committee of Social Security Experts was reconstituted in its present form at the 131st Session of the Governing Body (March 1956), when the Governing Body approved the reappointment of the Committee with the following composition:

(a) 26 Government experts on social security questions in general and eight experts on actuarial questions;
(b) five experts nominated by the Director-General after consultation with the Employers' group, and five experts similarly nominated after consultation with the Workers' group of the Governing Body;
(c) two experts nominated by the International Social Security Association and two experts nominated by the Permanent Inter-American Committee on Social Security.

2. At its 133rd and 134th Sessions (November 1956 and March 1957) the Governing Body appointed the members of the Committee. At its 144th Session (March 1960) the Governing Body renewed until 31 December 1962 the term of office of the members of the Committee whose appointments were about to expire.

3. In view of the meeting of a limited number of members of the Committee to be held in 1962 and provided for in the 1962 budget, it will be necessary to renew the membership of the Committee. Having regard to previous decisions of the Governing Body, which include an understanding that on renewal of membership of the Committee some modification in the selection of countries may be expedient, and taking into account the substantial increase in the membership of the Organisation, it is now proposed that there should be an increase in the size of the Committee, and that it should be composed as follows:

(a) 30 Government experts on social security questions in general;
(b) ten Government experts on actuarial questions;
(c) six experts nominated by the Director-General after consultation with the Employers' group, and six experts similarly nominated after consultation with the Workers' group of the Governing Body;
(d) two experts nominated by the International Social Security Association and two experts nominated by the Inter-American Committee on Social Security.

4. It is proposed that the 30 Government experts on social security questions in general and the ten Government experts on actuarial questions should be drawn from the following countries:

Social security in general:
- Argentina.
- Australia.
- Belgium.
- Brazil.
- Burma.
- Canada.
- Costa Rica.
- Czechoslovakia.
- Denmark.
- France.
- Federal Republic of Germany.
- India.
- Israel.
- Italy.
- Japan.
- Mexico.
- Netherlands.
- Nigeria.
- Philippines.
- Rumania.
- Senegal.
- Spain.
- Sweden.
- Tunisia.
- Turkey.
- U.S.S.R.
- United Arab Republic.
- United Kingdom.
- United States.
- Uruguay.

Actuarial questions:
- Austria.
- Chile.
- Ecuador.
- France.
- India.
- Italy.
- Norway.
- Poland.
- Switzerland.
- United States.

5. In accordance with the usual practice the term of appointment of the members of the Committee would be for three years and would expire on 31 December 1964.

6. If the Governing Body approves these proposals, the Director-General will, after appropriate consultations, submit to the Governing Body for approval at its 151st Session a list of names of experts for appointment to the Committee.

Proposed Meeting of a Limited Number of Members of the Committee.

7. The Director-General also intends to submit to the 151st Session of the Governing Body proposals for the convening in 1962 of a limited number of members of the Committee, as in the case of the meeting held in 1959, and for the agenda and composition of such a meeting. Members of the Committee not invited to participate in the meeting would be asked for their views in writing.

8. The Governing Body is requested—

(a) to approve the proposals for the appointment of the Committee of Social Security Experts as indicated in paragraph 3 above;
(b) to approve the list of countries from which thirty Government experts on social security questions in general, and ten Government experts on actuarial questions, should be drawn, as indicated in paragraph 4 above;
(c) to authorise the Director-General, after appropriate consultations, to submit to the Governing Body for approval at its 151st Session a list of names of experts for appointment to the Committee;
(d) to note that the Director-General intends to submit to the 151st Session of the Governing Body proposals for the convening of a limited number of members of the Committee in 1962.
Tenth International Conference of Labour Statisticians

9. The budget for 1962 contains provision for the Tenth International Conference of Labour Statisticians. Proposals concerning the agenda, place and date of this Conference are given below.

Agenda.

10. It is proposed that the agenda of the Conference should be as follows:

II. Statistics of industrial injuries.
III. Statistics of hours of work.
IV. Special problems in the computation of consumer price indices.

11. This agenda has been established in the light of remarks made by certain members of the Governing Body at its 137th Session (October-November 1957) when the record of the Ninth International Conference of Labour Statisticians was under consideration, and in the light of the recommendations of the Conference itself. Explanatory notes on the items proposed for inclusion in the agenda are given below.


12. The General Report on labour statistics should provide an opportunity of reviewing developments in this field subsequent to the meeting of the Ninth International Conference of Labour Statisticians in 1957; in addition the report would cover a number of topics of special interest to the Conference, including the following:

(a) the field work of the Office in the sphere of labour statistics, with particular reference to technical assistance projects;
(b) progress in the application of the Convention concerning Statistics of Wages and Hours of Work, 1938 (No. 63);
(c) the progress achieved in various countries in the measurement of underemployment, particularly in the economically less well-developed countries;
(d) the progress achieved in various countries in the field of social security statistics.

13. This General Report would further contain details of the work done by the Office and by other international organisations in this field since 1957, and would include material on the main publications issued since that date, on the growing use of the International Standard Classification of Occupations in the various countries and on the effect given to international recommendations concerning employment, unemployment and manpower statistics.

14. Similar reports were prepared for the Eighth and Ninth International Conferences of Labour Statisticians.

Statistics of Industrial Injuries.

15. The Ninth International Conference of Labour Statisticians requested the Governing Body to place this item on the agenda of the Tenth International Conference of Labour Statisticians, after noting in a resolution that, except for a review of limited aspects of the subject by the Sixth Conference in 1947, statistics of industrial injuries had not been considered by an International Conference of Labour Statisticians since 1923, and that the international recommendations in this field were seriously out of date. A Meeting of Experts on Industrial Injury Statistics was convened by the Office in Geneva from 3 to 10 November 1959 to review the definitions, methods of collection of data and classifications used in statistics of industrial injuries in various countries, and the Tenth Conference would be asked to adopt international recommendations on these aspects of statistics of industrial injuries.

Statistics of Hours of Work.

16. Much stress has been laid on the need for better definitions and more uniform statistics of hours of work, which make it possible to calculate average hourly earnings, to measure and compare the hours worked in different industries and at different dates and to estimate productivity. Methods of compiling data on hours of work are inadequate covered by the existing international instruments; these data, moreover, are relatively scarce and are not comparable internationally.

17. Consumer price indices have an important role to play in all countries having a monetary economy. These indices are used for many different purposes, e.g. as general indices of the purchasing power of money, in the formulation of wage policies by governments, in the adjustment of figures relating to certain components of national income to allow for price variations, etc. The Ninth International Conference of Labour Statisticians noted in a resolution the need to make a study of certain theoretical and practical aspects of the measurement of consumer prices. These include the problems involved in the definition of a price for all types of expenditure, seasonal price changes, the selection of retail outlets and of items to be priced, the choice of the appropriate procedures to deal with quality changes, and the application of modern sampling methods in the field of price measurement.

18. The Office is collecting information from different countries concerning the treatment of these problems in compiling consumer price indices. The report to be prepared on these questions would review the materials collected and would contain proposals for international recommendations or standards.

Date and Place of the Conference.

19. It is proposed that the Tenth International Conference of Labour Statisticians should be held in Geneva from 2 to 12 October 1962. The Governing Body will be asked to confirm these dates in connection with the general programme of meetings under the twenty-first item on its agenda.

Invitations to International and Intergovernmental Organisations.

20. It is proposed that in addition to the United Nations and its Regional Economic Commissions, the World Health Organisation, the United Nations Educational, Scientific and Cultural Organisation, the Food and Agriculture Organisation of the United Nations and the International Monetary Fund, the following organisations should be invited to be represented at the Tenth International Conference of Labour Statisticians:

— Organisation for Economic Co-operation and Development.
— European Coal and Steel Community.
— European Economic Community.
— Statistical Office of the European Communities.
— International Statistical Institute.
— Inter-American Statistical Institute.

1 See paras. 28-42, pp. 141-142.
Financial Implications.

21. A credit of $8,935 for the Tenth International Conference of Labour Statisticians has been included in the I.L.O. budget for 1962.

22. The Governing Body is invited—
(a) to authorise the Director-General to convene the Tenth International Conference of Labour Statisticians in Geneva in October 1962; 
(b) to approve the agenda as set out in paragraph 10 above; and
(c) to decide that the international and intergovernmental organisations listed in paragraph 20 above should be invited to be represented at the Conference.

Committee of Experts on the Application of Conventions and Recommendations

Reappointments.

23. The Governing Body is invited to reappoint, for a period of three years, the following members:
Mr. F. M. van Asbeck (Netherlands),
Mr. G. Beitzke (Federal Republic of Germany),
Mr. I. Forster (Senegal),
Mr. P. M. Herzog (United States),
Sir Ramaswami Mudaliar (India),
Mr. A. Rodriguez Queiro (Portugal),
Mr. P. Ruegger (Switzerland).

24. Following the death of Mr. Paul Tschoffen (Belgium), which is brought to the notice of the Governing Body in the Report of the Director-General, there now exists one vacancy in the membership of the Committee. A proposal for filling this vacancy will be submitted to the Governing Body at a later stage.

Joint Maritime Commission

Appointment.

25. The Governing Body is informed below of a change which has occurred in the composition of the Joint Maritime Commission.

26. Mr. A. L. W. MacCallum (Canada), a regular member of the Shipowners’ group of the Commission, has died, and to fill the vacancy thus arising Mr. C. T. MeaRs (Canada) has been appointed a regular member of the Shipowners’ group in accordance with article 8 of the Standing Orders of the Joint Maritime Commission.

27. The Governing Body is invited to take note of the above change in the composition of the Joint Maritime Commission.

Proposals concerning a Meeting of a Committee on Statistics of Hours of Work

Background.

28. The need for better definitions and more uniform statistics of hours of work has been stressed in recent years by various national statistical offices and international organisations. Such data are of use in the computation of average hourly earnings, in the measurement and comparison of hours worked in different countries and at different dates, in the study of labour costs, labour productivity, underemployment, etc. Methods of collection of data on hours of work are inadequately covered by the existing international instruments, and data in this field are not comparable internationally.

29. Statistics of hours of work have always been studied, at the international level, in close connection with statistics of wages. The principles to be followed when obtaining statistics of normal and actual hours of work were discussed by the First International Conference of Labour Statisticians in 1923: the Conference emphasised the relationship between statistics of normal hours of work and of time rates of pay and between actual hours of work and actual earnings. The Fifth International Conference of Labour Statisticians formulated a draft Convention concerning statistics of wages and hours of work which was adopted by the International Labour Conference at its 24th (1938) Session. The Convention lays down minimum standards for statistics of hours of work in the principal mining and manufacturing industries, including building and construction. Finally, in 1949, the Seventh International Conference of Labour Statisticians studied the possibility of improving and amplifying the statistics compiled in pursuance of the Convention in countries with a highly developed system of labour statistics, and recommended compiling statistics of hours of work in greater detail and for a wider range of economic activities than that covered by the Convention.

30. As a result of the development of national statistical services, the definitions and methods of collection and tabulation of statistics of hours of work have been developed in a number of countries; thus, statistics of various types are collected and published concerning normal hours of work, hours actually worked, hours paid for, etc. However, the subject of statistics of hours of work has never been examined by an International Conference of Labour Statisticians as an independent topic.

31. It is proposed to place the subject of statistics of hours of work on the agenda of the Tenth International Conference of Labour Statisticians, for which financial provision has been made in the 1962 budget, and concerning which proposals are made in paragraphs 9 to 22 above.

32. It was with a view to preparation for the Tenth International Conference of Labour Statisticians, and in the light of the interest expressed in this subject by national statistical services and other bodies, that provision for a meeting of a committee of experts on statistics of hours of work has been included in the 1962 budget proposals.

Terms of Reference.

33. The following terms of reference are proposed for the meeting:

To advise the Office in the preparation of international recommendations in the field of statistics of hours of work, with particular reference to definitions, methodology and tabulation.

Composition.

34. It is proposed that the meeting should consist of ten experts.

35. The Director-General proposes that the following six experts should be invited:

Mr. R. F. Fowler, C.B.E. (United Kingdom), Director of Statistics, Ministry of Labour.
Mr. G. Klavsen (Denmark), Deputy Chief of Division, Statistical Department.
Mr. R. Lévy-Bruhl (France), Chief, Division of Statistics and Documentation, Ministry of Labour.
Dr. M. Scharlau (Federal Republic of Germany), Ministerial Counsellor, Member of Labour Statistics Division, General Ministry of Labour.
Mr. S. Rasaratnam (Ceylon), Labour Statistician, Department of Census and Statistics, attached to Department of Labour.

36. Consultations are in progress concerning the nomination of four other experts, from Brazil, Czechoslovakia, United Arab Republic and U.S.S.R.1

1 See below, Appendix XX, paras. 10-13, p. 151.

2 See below, paras. 41 and 42, pp. 142.
Proposals for a Meeting of Consultants on Indigenous and Tribal Populations

48. The Committee to Review the Programme of I.L.O. Conferences and Meetings had recommended that the geographical coverage of the new panel of consultants should be wider than that of the former Committee of Experts and noted that the scope of the international standards adopted in this field covered indigenous populations, invited the Governing Body to take suitable steps to consider the possibility of ratifying the Indigenous and Tribal Populations Convention, 1957 (No. 107); and the Seventh Conference of American States Members of the International Labour Organisation (Buenos Aires, 1961), in a resolution concerning the integration of indigenous populations, invited the Governing Body to take suitable steps to consider the possibility of originating projects similar to the Andean Indian Programme and it is now proposed to extend this research to Africa and Asia. The Committee to Review the Programme of I.L.O. Conferences and Meetings recommended that the geographical coverage of the new panel of consultants should be wider than that of the former Committee of Experts and noted that the scope of the international standards adopted in this field covered tribal and semi-tribal populations in various regions.

46. It is accordingly proposed to establish a Panel of Consultants on Indigenous and Tribal Populations and that the consultants should be drawn from the following countries: Bolivia, Brazil, Ecuador, Indian States in the Near and Middle East, including Iraq, Mexico, Morocco, New Zealand, Nigeria, Pakistan, Peru, Philippines, Senegal, Sudan, Syrian Arab Republic, U.S.S.R. and United States. The appointments would be for a period of three years.

47. If the Governing Body approves this composition, the Director-General will, after suitable consultations, submit the names of the consultants to the 151st Session of the Governing Body.

Proposals for a Meeting of Consultants on Indigenous and Tribal Populations

48. The Committee to Review the Programme of I.L.O. Conferences and Meetings recommended that the consultants be convened for the further study of the problems faced within their scope in the same way as the Committee of Experts on Indigenous Labour would have been convened. The Director-General proposed provision for a meeting of a panel of consultants in his budget proposals for 1959, 1960 and 1961; after deferment on each of these occasions provision for such a meeting, to cover 18 consultants, has been included in the 1962 budget proposals.
Date and Place of the Proposed Meeting.

49. The 1962 budget provision is based on a meeting in Geneva lasting 12 calendar days. Definite proposals for the date and place of a meeting to be held in the last quarter of 1962 will be submitted to the Governing Body at its 151st Session.

Agenda.

50. It is proposed that the agenda of the meeting of consultants to be held in 1962 should consist of the following items:

I. Action taken to implement the recommendations of the Second Session of the Committee of Experts on Indigenous Labour.

II. Appraisal of the achievements of the Andean Indian Programme with a view to the possible application of the methods used to other regions of the world.

III. Sedentarisation of nomadic and semi-nomadic tribes.

IV. Transition from tribal to modern forms of social and economic organisation.

51. The Governing Body is invited—

(a) to approve the establishment of a Panel of Consultants on Indigenous and Tribal Populations composed as proposed in paragraph 46 above;

(b) to note that the Director-General will submit a list of consultants for appointment at the 151st Session;

(c) to approve the convening of a meeting of the Panel in 1962, the exact date and place to be decided at the 151st Session;

(d) to approve the agenda for such a meeting as proposed in paragraph 50 above.

Panel of Consultants on Co-operation
Composition.

52. At its 149th Session the Governing Body approved the appointment of 29 members of the Panel of Consultants on Co-operation and authorised its Officers to approve on its behalf the remaining nomination to be submitted by the Director-General.

53. The Officers of the Governing Body have approved the appointment of the following consultant:

Mr. Mikhail Mukki (U.S.S.R), Vice-President, Central Union of Consumer Co-operative Societies, Moscow.

54. The Governing Body is requested to take note of this appointment.

Joint I.L.O.-W.H.O. Committee on Occupational Health
(Fourth Session)

Appointment of Experts by the I.L.O. to Participate in the Meeting.

55. At its 149th Session, on the recommendation of the International Organisations Committee, the Governing Body approved proposals concerning the agenda and composition of the Fourth Session of the Joint I.L.O.-W.H.O. Committee on Occupational Health and noted that the Director-General would submit at a later session the names of the four experts to be appointed by the I.L.O. to participate in the meeting.¹

56. The Director-General is now in a position to submit the following names:

Dr. J. M. Barnes (United Kingdom), Director, Toxicology Research Unit, Medical Research Council, Carshalton, Surrey.

Professor G. Pancheri (Italy), Director, Medical Division, National Accident Prevention Institute.

Dr. J. Kaplan (Argentina), Reader in Occupational Health, University of Buenos Aires.

Professor Medved (U.S.S.R.), Director, Institute of Occupational Health, Kiev.

57. The practice in respect of payment of the cost of these joint meetings is for the cost of attendance of half the participants to be paid for by each organisation. The budget credit for 1962 provides for the costs of four participants being met by the I.L.O., the costs of the Chairman and four other participants being met by W.H.O. Since the budget estimates were drawn up, W.H.O. has indicated its desire to appoint a fifth expert as a consultant in addition to the Chairman. It would also be desirable for the I.L.O. to appoint a fifth expert with special competence in agricultural occupational health, in view of the importance of this subject not only within the immediate context of the meeting but also in relation to the broader rural development programme.

58. W.H.O. has indicated its agreement to the appointment of a fifth I.L.O. expert, and it is estimated that the costs thereof can be met within the existing budget credit. If the Governing Body agrees the Director-General will, after appropriate consultation, put forward the name of a fifth expert for appointment by the I.L.O. at the next session of the Governing Body.

Place and Date of the Meeting.

59. It is proposed that the meeting should be held in Geneva in spring 1962; the Governing Body will be invited to decide the exact dates when considering the programme of meetings under the twenty-first item on its agenda.

60. The Governing Body is invited—

(a) to approve the appointment by the I.L.O. of the four experts indicated in paragraph 56 above to participate in the Fourth Session of the Joint I.L.O.-W.H.O. Committee on Occupational Health;

(b) to authorise the Director-General to put forward the name of a fifth expert to be appointed by the I.L.O. for approval by the Governing Body at its 151st Session.

¹ See Minutes of the 149th Session of the Governing Body, third sitting, p. 27, and Appendix XIII., para. 22, p. 82.
APPENDIX XIX

Nineteenth Item on the Agenda: International Institute for Labour Studies:
Report of the Board on Its First Session

1. The Board of the International Institute for Labour Studies held its First Session in Geneva on 3 and 4 July 1961. The report of the Board is attached. Under the Regulations of the Institute the Board is required to submit the programme and the budget to the Governing Body, but as this was the first meeting of the Board it was considered desirable that the full report be placed before the Governing Body on this occasion.

2. In accordance with article II, paragraph 1, of the Regulations, the programme prepared by the Board and outlined in paragraphs 58 to 73 of the report is submitted to the Governing Body for endorsement.

3. Article II, paragraph 8, of the Regulations provides that the budget of the Institute shall be transmitted to the Governing Body for final approval. The report of the Board is also being submitted to the Financial and Administrative Committee at the present session, with a proposal that it recommend the Governing Body to give final approval to the budget of the Institute for 1961 and 1962 contained in paragraphs 74 to 176 of the report of the Board.

4. The Board's recommendations concerning the acceptance of contributions to the Endowment Fund made in accordance with article VI, paragraph 1, of the Regulations are contained in paragraph 48 and are submitted to the Governing Body for approval.

5. In paragraph 46 the Board asks the Governing Body to make an appeal to all member States which have not yet done so to contribute to the Endowment Fund.

6. The Governing Body is invited—

(a) to note that the report of the Board has been submitted to the Financial and Administrative Committee for recommendation of final approval of the budget of the Institute by the Governing Body;*  
(b) to endorse the programme for the Institute outlined in paragraphs 58 to 73 of the report;  
(c) to approve the Board's recommendation concerning the acceptance of contributions to the Endowment Fund contained in paragraph 48 of the report;  
(d) to decide to make an appeal to all member States which have not yet done so to contribute to the Endowment Fund, and to authorise the Director-General to convey the appeal to the governments concerned as requested in paragraph 46 of the report.

ANNEX

Text of the Report of the Meeting of the Board of the International Institute for Labour Studies

1. The Board of the International Institute for Labour Studies held its First Session on 3 and 4 July 1961. The following were present:

Mr. David A. Morse, Director-General of the International Labour Office, Chairman.  
Mr. R. Ago.

* See above, p. 57.

Mr. A. Borei, Conseiller d'Etat in charge of the Département de l'instruction publique of the Republic and Canton of Geneva, was unable to be present. The following representatives of the Secretary-General of the United Nations and the Director-General of the United Nations Educational, Scientific and Cultural Organisation were present:

United Nations: Mr. Vladimir Velevit, Executive Secretary of the Economic Commission for Europe; alternate: Mr. Albert Dollinger, Special Representative in Europe for Technical Assistance and Co-operation.

United Nations Educational, Scientific and Cultural Organisation: Mr. A. Bertrand, Director of the Department of Social Sciences.

2. The Director of the Institute, Sir Douglas Copland, was Secretary of the Board. During the meeting he took the oath of loyalty to the International Labour Organisation.

3. The representatives of the United Nations and of U.N.E.S.C.O. both pledged the full support and co-operation of their organisations to the Institute.

4. All the decisions of the Board were taken unanimously.

Report of the Director: General Discussion

5. The Board had before it a report from the Director outlining the major developments since the decision to establish an Institute had been taken. A general discussion was held.

6. The Chairman, in his opening statement, outlined the history and development of the Institute and the main problems that needed consideration. The establishment of the Institute, he said, represented the fruition of hopes, plans and work, spread over a number of years. As he conceived it, the Institute would become as significant as the I.L.O. itself was, after 40 years of growth.

7. Stressing the importance of the first meeting, he pointed out that, apart from decisions to be taken, it was the first opportunity members of the Board had had of meeting as a group with the newly-appointed Director of the Institute. It was important for them to know at the outset what was in the mind of the Director as regards the programme for the Institute and for him to have their comments and suggestions.

8. The Chairman then outlined the history of how the idea of the Institute had developed. The I.L.O. itself had developed since its foundation from an organisation primarily directed for the protection of workers to one concerned with social development. It was living in a world in which the practical matters of labour and social policy arose in a setting of rapid and accelerating economic and social change, where each new situation had to be met by a fresh and imaginative response. Part of the response could come through technical co-operation. It had become apparent, however, that alongside international technical co-operation it was important to have a type of education which was directed towards those people who held positions of responsibility and who made or influenced decisions of social and labour policy, so that they might acquire a broader and
some of the salient characteristics of the Institute had emerged from discussions with the consultative group set up by the Governing Body.

18. He believed there was a great impetus behind the Institute. Great expectations and hopes had been placed in it. It was necessary to work fast now and to maintain momentum.

19. He invited the Board to carry out an exchange of views about the work of the Institute. While the Director would come forward at a later stage with more specific proposals, certain points merited general discussion at this stage.

20. The first was the question of the levels at which the Institute should operate. It had been suggested that there should be a general course designed for the middle ranges of management, trade union leadership and administrators of labour policy. Another possibility would be to bring the Institute to bring together more highly specialised personnel with a good deal of experience in a particular field such as manpower planning and development. A further possibility would be the organisation of research or study conferences on various topics. Yet another opportunity open to the Institute would be to bring together participants from different countries.

21. A key problem in determining the Institute’s programme was to establish the right balance of relationship between research and education. The selection of participants would be another major problem, while the question of the content of the Institute’s programmes also needed serious consideration.

22. The Director outlined the type of course and the teaching methods that he envisaged. He proposed a course of ten to 12 weeks with 30 participants, of whom six would come from industrially developed countries and 24 from the developing countries. Three groups of ten each would be established, each group including two persons from the industrially advanced countries.

23. The method of work would be mainly group discussion and the preparation of written reports on a series of topics which would be integrated into one whole. This would give greater experience and participants than lectures. There would, of course, be a certain amount of direction, but each group would have its own chairman and secretary for each topic, and prepare its own reports. These might be about 3,000 words long. The reports would then be circulated to all participants so that there would be three reports on each topic. A plenary session would then be held, and the chairman would present the report of his group. This report would then be open for criticism and discussion.

24. It was intended to select participants with some experience, who would be roughly between 35 and 40 years of age. They would be selected on two grounds: firstly, on the basis of geography, so that developing countries from all over the world would be represented; and secondly, on the basis of experience, so that a wide range of administrative experience in the economic and social field would be represented.

25. The first topic to be discussed would be the structure of the organisation to which the participant belonged. The participant would thus find himself, in the broadest possible sense, but giving thought to a question which perhaps he had never considered before. The groups would then go on to other topics such as manpower planning and development, that might be the employer function in public and private industry, trade union functions, working conditions, welfare of workers, technological change, vocational training, the exercise of authority and supervision. The course would cover a wide range of topics, and the participants would return with new knowledge and ideas enabling them to guide others.

26. There would be some lectures. There would, for instance, be six or eight lectures on the economic and social structure of the countries to which the participant belonged. It would give an understanding of the context in which they worked. There would also be a number of visiting speakers, mainly from the developing countries.

27. The Director stated that he would not at that stage refer to other problems, such as those of staff, library, living facilities, premises and so on.
The Board held a general discussion on the proposed courses and organisation of the Institute. It was emphasised that this was a preliminary exchange of views limited, in the main, to only one of the activities that the Institute would undertake.

Several members were concerned at the delay in beginning the first course and felt there was an urgent need to begin much earlier. Mr. Grigoriev, expressing his concern, felt that the Institute should adopt a bolder programme to encourage governments to contribute. Mr. Yllanes Ramos expressed the view that the Institute should have already begun the first course to begin earlier but recognised the need for adequate preparation outlined by the Director. Mr. Yllanes Ramos doubted whether such a lengthy period of preparation was necessary and thought that the social climate in the world demanded an earlier start.

In considering the group discussion method outlined by the Director, certain hesitations were expressed. Mr. Grigoriev supported this method, which was widely used in the Soviet Union. Mr. Aoki felt that the establishment of group discussion would be a useful method of education. Mr. Gritly believed that it should not be rigidly used; for certain subjects other methods might be better.

Discussing the curriculum and the topics to be covered, Mr. Richter believed that I.L.O. resolutions should be taken into account. Mr. Aoki felt that this question needed a great deal more consideration. He wondered whether the 24 candidates from the developing countries should not all come from the same region rather than from all over the world. This would help to ensure that the experience of the participants was more closely related. Mr. Richter emphasised the need for practical experience as a basis for discussion. Mr. Ambekar, while agreeing with the group discussion method, felt that it should not be rigidly used; for certain subjects other methods might be better.

The curriculum and the topics to be covered were the subjects that the Institute should cover. Mr. Aoki believed that the research should have a wider relevance rather than the main foundation. Mr. Waline did not think that international labour Conventions and Recommendations would be a good basis for an educational programme. He suggested that collaboration might be established with the U.N.E.S.C.O. institutes in Delhi and Rio de Janeiro.

Mr. Ambekar hoped that the age limit of 35 to 40 suggested by the Director would not be a rigid one. Mr. Gritly believed that the establishment of the Institute too much like an American school of business might provide only a superficial understanding of labour problems. Mr. Barboza-Carneiro agreed with this; the subjects proposed by the Director would not make the Institute too much like an American school of business administration. He suggested that the international labour Conventions and Recommendations might be used as a basis for the curriculum, which would ensure that the Institute’s programmes were not based on the experience of one country but on study of the variety of instruments in different countries and the possibility, where necessary, of bringing them up to date. Mr. Carroll felt it was important that discussion leaders guide and stimulate the group, thus impoverishing the other groups. In his opinion, participants should receive a certain amount of guidance during the course. Mr. Waline also thought that it was important that discussion leaders guide and stimulate the participants during the course. Mr. Gritly believed that the Institute would fill a gap in the educational activities of international organisations.

Several members emphasised the importance of a proper selection of participants. Mr. Aoki felt that this was one of the most important problems that the course was to consider. Mr. Ambekar believed that the research should have a wider relevance rather than the main foundation. Mr. Barboza-Carneiro agreed with this; the subjects proposed by the Director would not make the Institute too much like an American school of business administration. He suggested that the international labour Conventions and Recommendations might be used as a basis for the curriculum, which would ensure that the Institute’s programmes were not based on the experience of one country but on study of the variety of instruments in different countries and the possibility, where necessary, of bringing them up to date. Mr. Carroll felt it was important that discussion leaders guide and stimulate the group, thus impoverishing the other groups. In his opinion, participants should receive a certain amount of guidance during the course. Mr. Waline also thought that it was important that discussion leaders guide and stimulate the participants during the course. Mr. Gritly believed that the Institute would fill a gap in the educational activities of international organisations.

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40. Some of the members of the Board felt that too much stress was being placed on questions of administration. They thought such an approach might risk duplicating the work of some national bodies and would not be consistent with the unique character that the I.L.O. should give to the Institute. After discussion the Board re-emphasised that the purpose of the Institute should be to further a better understanding of labour problems in all countries, as stated in article I of the Regulations.

Endowment Fund

41. The Board noted that the following contributions had been made or pledged to the Endowment Fund.

Governments:

<table>
<thead>
<tr>
<th>Country</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chile</td>
<td>4,000</td>
</tr>
<tr>
<td>Congo (Leopoldville)</td>
<td>10,006</td>
</tr>
<tr>
<td>Germany (Federal Republic)</td>
<td>750,000</td>
</tr>
<tr>
<td>India</td>
<td>100,000</td>
</tr>
<tr>
<td>Japan</td>
<td>200,000</td>
</tr>
<tr>
<td>Liberia</td>
<td>5,000</td>
</tr>
<tr>
<td>Morocco</td>
<td>8,000</td>
</tr>
<tr>
<td>Netherlands</td>
<td>132,000</td>
</tr>
<tr>
<td>Nigeria</td>
<td>14,000</td>
</tr>
<tr>
<td>Pakistan</td>
<td>25,000</td>
</tr>
<tr>
<td>Sudan</td>
<td>7,000</td>
</tr>
<tr>
<td>Sweden</td>
<td>100,000</td>
</tr>
<tr>
<td>Tunisia</td>
<td>4,796</td>
</tr>
</tbody>
</table>

Employers' organisations:

Group of Peruvian Employers       15,000
National Confederation of Industry of Brazil 10,000

Workers' organisations:

Canadian Labour Congress 2,017

Private persons:

Mr. Boisnert  1

42. The Chairman informed the Board that several other governments were considering making contributions, and some of these would be announced very shortly. These additional contributions would approximately double the total in the Fund.

43. The Board noted that on the amounts already paid into the Fund, $21,927 had accrued in interest until 31 May 1961. It also noted that the following investments (at cost value) had been made.

<table>
<thead>
<tr>
<th>Type</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Time deposit accounts</td>
<td>311,054</td>
</tr>
<tr>
<td>Bonds</td>
<td>448,975</td>
</tr>
<tr>
<td>Shares</td>
<td>145,727</td>
</tr>
<tr>
<td>Total</td>
<td>905,956</td>
</tr>
</tbody>
</table>

44. The Board noted that many of the contributions had come from developing countries and had been spontaneously offered.

45. The Board felt that while the position was not unsatisfactory there was still a long way to go. It noted that the Director-General had written to member States on 18 May 1960 informing them of the decision to establish the Institute and inviting contributions to the Endowment Fund. He had written along similar lines on 19 May 1961 to member States that had joined the Organisation since the previous letter had been sent out.

46. The Board decided to ask the Governing Body to make an appeal to all member States who had not yet contributed to the Fund. The appeal should point out that the Institute had already passed the initial stage: a Director had been appointed, the Board established and convened, and a programme prepared.

Recommendation to Accept Contributions

47. The Board noted that—

(a) by a letter of 16 June 1961 the Chief of the Permanent Delegation of Japan to the International Organisations in Geneva had informed the Director-General of the I.L.O. of his Government's decision to contribute $200,000;

(b) by a letter of 16 June 1961 the Swedish Government delegate to the International Labour Conference informed the Director-General of his Government's decision to contribute $100,000.

48. The Board unanimously recommends to the Governing Body that these two contributions, which are unconditional, should be accepted.

49. The Board further noted statements made by Ministers and Government representatives of various countries, and international organisations, which showed the wide attention that the Institute was attracting. The Board considered that the Governing Body should be asked to accept contributions from these Governments at the appropriate time.

Periodical Grants to the Institute

50. The Board, while supporting the idea of an Endowment Fund which would give the Institute an assured income and not lay its programme open to competing claims, felt that the financial climate had changed since the Governing Body had taken its original decision and that a more liberal financial policy should be followed. Initially the Governing Body had given a one-time grant for launching a new venture which some still regarded with certain hesitation. The response to the Institute had, however, been so strong and widespread and the need for it obviously so urgent that there could no longer be any hesitation about it.

51. The Board noted that—

(a) Mr. Ambekar believed that the Institute should not depend solely on interest from the Endowment Fund but should also have some annual or periodical appropriation. Exclusive reliance on the Endowment Fund might mean a very long wait, and it might also mean that programmes would have to be cut if the Fund did not bring in sufficient revenue. Periodical voting of funds would ensure that the Institute was meeting a continuing need. He felt that the I.L.O. should continue to contribute to the Institute in the form of loans or of donations.

52. Mr. Carroll felt that the reasons for suggesting periodical financial support were weighty. Consideration should also be given to inviting grants on a liquidating basis; some donors would only contribute on such a basis.

53. Mr. Waline, speaking for himself and for Mr. Yllanes Ramos, agreed that the Governing Body should be asked to help in one way or another. Asking the Governing Body for grants should not, however, mean the abandonment of the Endowment Fund.

54. Mr. Richter agreed with Mr. Waline and hoped that the Workers' group in the Governing Body would accept, in their full capacity, to further contributions from the I.L.O. to the Institute.

55. The Board decided therefore that, in view of the widespread and urgent need for the Institute, its financing should be extended in terms of an Endowment Fund, but that the Governing Body should be asked for periodical contributions for the Institute.

56. The Board would have liked the Institute to begin its activities early in 1962, but recognising the preparatory work necessary for the organisation of a worth-while course, it decided that the first course should begin in September 1962. This was the point of departure in preparing the programme of work for 1961 and 1962. All the other work
of the Institute—the recruitment of staff, the preparation of educational materials and of the curriculum, the organisation of the library, contacts with national institutes and personalities—will be arranged with this in mind.

60. The Board hopes that there will be no lull after the first course and that the Institute will be able to go ahead with the preparation of two or more further courses during 1963 and thus assume a regular rhythm of work. This will depend, however, on the financial resources available. The preparations for courses to be held in 1963 will have to be begun in 1962.

61. The Board, while fully recognising the value of and need for research, believes that during this initial period the Institute should concentrate its limited resources on its educational work. The question of research should be taken up later, as also the question of regional courses, special courses and round-table conferences.

62. The Advisory Committee should advise the Director on the curriculum and arrangements for the first course, and the Board noted that it was proposed to convene it in October 1961. This would enable the Director to work out a detailed programme for the course which could then be submitted to the Board.

63. The Board will hold its second session on 24 and 26 February 1962, prior to the session of the Governing Body at which the budget is discussed. It may also be necessary to convene a meeting of the Executive Committee of the Board.

Preparation for the First Course.

64. The first course will be held in autumn 1962. It will be of about three months' duration and have 30 participants.

65. The course will be designed for persons with experience of labour problems and holding, or likely to hold, positions of responsibility. It will aim at promoting a better understanding of labour problems and providing opportunities for the free exchange of experience among the participants.

66. The course will be organised into groups for the intensive discussion of selected topics. Each group will in this way have a variety of experience as possible and will be required to organise its own discussions and studies within the limits laid down.

67. This type of course will need a great deal of preparation to ensure its success. It will require the preparation of briefs, study materials and reading lists for the groups and also call for the translation of these papers into the different working languages of the course.

Staff.

68. The permanent staff of the Institute will be extremely limited, but reliance will be placed also on visiting speakers with intimate experience of the problem under discussion. This will enable the Institute to tap a large reservoir of experience and talent.

69. The question of the appointment of a Director of Studies or Programme in 1962 who would help the Director in the planning, organising and conducting of courses and in planning and carrying out other activities of the Institute, was raised in the discussion.

70. Another member of the teaching staff will be recruited in 1962 to assist in the preparation of materials for the first course and in taking responsibility for a discussion group during the course. This staff would be supplemented by two further teaching members on the formation of the course and for a preparatory period. If possible, these two members would stay on for the second course. Consideration will then be given by the Governing Body of the appointment of another permanent member of the teaching staff.

71. By the time the course begins the library must be equipped to meet the needs of the participants and provide the services required for the course. The library must not needlessly duplicate the I.L.O. library or other libraries in Geneva, but will have to contain a certain amount of basic material. It will also need to have certain standard works in several copies so that groups can consult them at the same time. The efficient working of the groups will depend largely on the materials and the services they get from the library.

72. A beginning will be made immediately with the library, and it will be built up during 1961 and 1962.

73. The Board agreed with the Director on the importance of securing the right type of participants. Not only must the selection procedure ensure that the individual participants have the maturity and qualifications necessary both to benefit from and to contribute to the course, but it must aim at presenting as wide a range as possible of experience in the labour field. The selection procedure will therefore have to be carried out with extreme care and will be a relatively lengthy process.

Budget Proposals for 1961 and 1962

74-76. [Paragraphs 74 to 76 of the report of the Board, containing the budget proposals for the Institute for 1961 and 1962, were examined in the first place by the Financial and Administrative Committee of the Governing Body, which recommended them to the Governing Body for adoption in its first report (see above, p. 51). This part of the report is therefore printed separately as part of Appendix X.1 (Reports of the Financial and Administrative Committee).]

Establishment of a Reserve Fund

77. The Board decided to establish a Reserve Fund and adopted the following resolution:

The Board decides that the income accruing from interest on the Endowment Fund for the period up to 31 December 1962 shall be set aside to constitute a Reserve Fund. This Reserve Fund shall be used for meeting expenditure for purposes approved in the annual budget, where the need for such expenditure arises unexpectedly after approval of the annual budget, and where the funds authorised under the annual budget are insufficient for such expenditure.

Withdrawals in conformity with the above may be made by the Director of the Institute up to a total in any one calendar year of two-thirds of the amount standing in the Reserve Fund at 1 January of that year, or $40,000, whichever is the lesser sum, and subject to the prior concurrence of the Executive Committee of the Board of the Institute.

Appointment of the Advisory Committee

78. The composition and functions of the Advisory Committee are set out in article III of the Regulations, which reads:

1. There shall be an Advisory Committee which shall advise the Director of the Institute on programme questions.

2. The members of the Advisory Committee shall be—
   (a) a member to be appointed by the Director-General of the International Labour Office;
   (b) a member to be appointed by the Secretary-General of the United Nations;
   (c) a member to be appointed by the Director-General of the United Nations Educational, Scientific and Cultural Organisation;
   (d) a member to be appointed by the University of Geneva;
   (e) the Director of the Graduate Institute of International Studies of Geneva; and
   (f) a number of members to be appointed by the Board, after consultation with the Secretary-General of the United Nations and the Director-General of the United Nations Educational, Scientific and Cultural Organisation, from among educators, recognised specialists in the field of labour studies and others whose experience would qualify them.

3. The Advisory Committee shall meet once a year and at such other times as the Director may arrange with the approval of the Board.

4. The Director may consult members of the Advisory Committee at any time by correspondence.

79. In accordance with paragraph 2 (f) the Board appointed the following members to the Advisory Committee for a period of three years:


Mr. Luis Alvárrado (Peru), Foreign Minister of Peru. Chairman of the 44th (1960) Session of the International Labour Conference. Formerly Minister of Labour of Peru and Assistant Director-General of the International Labour Office.

Mr. K. O. Dixe (Nigeria), Principal of the University College of Ibadan. An authority on the recent development of West Africa. Author of Trade and Politics in the Niger Delta.

Mr. K. R. Gaddel (India), Director of the Gokhale Institute of Politics and Economics, Poona. Author of Economic Policy and Development, Industrial Evolution of India in Present Times (1929), War and Indian Economic Policy (1943) and many other books.

Mr. Clark Kerr (United States), President of the University of California, Berkeley. Formerly Director of the Institute of Industrial Relations at that University. Author of a number of books on trade unions and management.


Mr. J. D. Reynaud (France), Sociologist. Professor at the National School of Arts and Crafts, Paris.

The Board noted that it was intended to submit one further nomination. This would be a national of an Eastern European country.

The Board decided to authorise its Executive Committee to make the appointment of this member.

The Board noted that it was proposed to convene a meeting of the Advisory Committee from 11 to 13 October 1961 in Geneva.

Appointment of Executive Committee

The Board may appoint an Executive Committee from among its members and empower this Committee to transact certain business on behalf of the Board. At least three members of the Governing Body who are members of the Board, one from each group, shall be included in the Executive Committee in addition to such other of its members as the Board may appoint. The Director-General of the International Labour Office shall be Chairman of the Executive Committee.

186. The Board decided to establish, on an experimental basis, an Executive Committee with the following membership:

Mr. Agui
Mr. Aoki
Mr. Waine
Mr. Richter
Mr. Gritly

187. It also decided that Mr. Veilebit and Mr. Bertrand should be associated with the work of the Executive Committee.

188. In appointing this Executive Committee the Board took into consideration the geographical proximity of the proposed members to Geneva. It was understood that the composition as well as the terms of reference of the Executive Committee would be reconsidered at a subsequent meeting of the Board in the light of experience.

189. In a discussion on the powers to be given to the Executive Committee, Mr. Walne expressed the view that the main purpose of the Executive Committee should be to make its members available to the Director for consultation and advice. The Director would remain in touch with the Governing Body through the members of the Executive Committee who were also members of the Governing Body.

188. The Board decided to authorise the Executive Committee—

(a) to appoint the member of the Advisory Committee referred to in paragraph 181 above;
(b) to recommend to the Governing Body the acceptance of the contributions mentioned in paragraphs 49 to 51 above; and
(c) to decide on any urgent matter that arose before the next meeting of the Board, but such decision to be confirmed by the subsequent meeting of the Board.

Next Meeting of the Board

Several members of the Board expressed the view that the Board should meet twice a year.

The Board decided to hold its next session on 24 and 26 February 1962 immediately before the budget session of the Governing Body.

David A. Morse, Chairman.
Twentieth Item on the Agenda: Report of the Director-General

I. Obituary

Mr. Dag Hammarskjöld.

1. On 18 September 1961, at a press conference held at United Nations headquarters in New York, Mr. Hervé Tavares de Sa, United Nations Under-Secretary for Information, announced the official confirmation of Secretary-General Dag Hammarskjöld's death. In announcing Mr. Hammarskjöld's death, Mr. Tavares said:

"I am sure I interpret the feeling of all my colleagues and of all our fellow workers in this house and wherever the United Nations is at work in the cause of peace when I say that this is a tragic loss for the United Nations, for the cause of peace everywhere and for humanity."

2. On behalf of the International Labour Organisation the Director-General sent the following message to the President of the General Assembly:

The tragic death of Dag Hammarskjöld has filled the Nations family, paid the following tribute to Mr. Dag

3. At a meeting of the Administrative Committee on Co-operation held in New York on 12 and 13 October 1961 the Director-General, together with his colleagues the executive heads of other organisations in the United Nations family, paid the following tribute to Mr. Dag Hammarskjöld:

"The personal leadership of the Secretary-General has from the outset played a vital part in building up among the executive heads of all the United Nations organisations the relationship as colleagues which is the foundation of their common devotion to a common purpose as servants of the whole international community and of it alone. Under the guidance of Dag Hammarskjöld major advances have been made in the system of consultation and co-operation within the United Nations family. A fitting memorial to his work will be the continuation and consolidation of this tradition under his successor. In this task the members of the Committee pledge their full cooperation with the future executive head of the United Nations."

Mr. Paul Ramadier.

4. The Director-General deeply regrets to announce to the Governing Body that Paul Ramadier, former Prime Minister of France and for many years French Government representative on the Governing Body and delegate to the International Labour Conference, died at Rodez on 14 October 1961.

5. Paul Ramadier was born at La Rochelle in March 1888. He was a Master of Arts, Doctor of Law, and an active member of the Bar of the Paris Court of Appeal until 1936. He was severely wounded in the First World War and was awarded the Military Medal and Croix de guerre. A member of the Socialist Party since 1904, he was elected Mayor of Decazeville in 1919 and a Deputy for the Aveyron Department in 1928.

6. In 1936 Paul Ramadier was appointed Under-Secretary of State for Public Works and Mines; and from 1938 to 1940 he was Minister of Labour. In July 1940 he was one of those who refused to vote full powers to Marshal Pétain; and after the liberation he became a member of the two constituent assemblies and Deputy for the Aveyron Department. He was Minister of Supply in 1944-45, Minister of Justice in 1946, Prime Minister in 1947 and Minister of National Defence in 1948-49. He again held high government office in 1956-57, when he was Minister for Economic Affairs and Finance.

7. In 1948 Paul Ramadier was appointed French Government representative on the Governing Body. From 1949 onward he was a French Government delegate at all sessions of the International Labour Conference until 1960. He served as Chairman of the Governing Body in 1951-52 and was elected President of the Conference at its 37th Session in 1954. Paul Ramadier was also appointed by the Governing Body as Chairman of the newly established Committee on Freedom of Association in 1951, and served in this capacity until his retirement.

8. At the 146th Session of the Governing Body (March 1961), Paul Ramadier resigned as Chairman of the Committee on Freedom of Association and announced that he would no longer serve on the Governing Body. Representatives of all three groups expressed the gratitude of the entire Governing Body for the outstanding services which he had rendered the Organisation both as a member and Chairman of the Governing Body and as President of the Conference. Particular stress was laid on the important part which he had played as Chairman of the Committee on Freedom of Association. The Committee itself stated in its 52nd report to the Governing Body:

"During the period of almost ten years for which President Ramadier has served as Chairman, the Committee has examined some 230 cases relating to 82 countries and territories, and its conclusions have secured the general approval of the Governing Body. Whatever it may have been able to accomplish during that period has been due in large measure to the contribution which President Ramadier as its Chairman has made to its work. His experience of high state office, his broad and profound knowledge of the law and legal procedure and his life-long interest in social policy have enabled him to make a unique contribution to its work which, in the judgment of the Committee, has been of far-reaching value not only for the international protection of trade union freedom but likewise for the international protection of human rights in general."

9. In the person of Paul Ramadier the International Labour Organisation has lost a faithful friend and a staunch defender of the cause of social progress. The Governing Body will doubtless wish to ask the Director-General to convey its sympathy to the French Government and to the family of Mr. Ramadier.

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1 See also below, sixth supplementary report, p. 158.

Mr. Paul Tschoffen.

10. The Director-General regrets to announce the death on 11 July 1961 of Mr. Paul Tschoffen.

11. Mr. Paul Tschoffen was appointed by the Governing Body a member of the Committee of Experts on the Application of Conventions and Recommendations when the I.L.O. was set up in 1919, and his membership was regularly renewed until his death. He was elected Chairman of the Committee at every one of its sessions from 1927 to 1961. Serving in this capacity for more than 30 years, Mr. Tschoffen displayed the qualities of a great lawyer and the authority of a distinguished statesman, together with an abiding faith in the importance of the Committee's mission. Under his chairmanship the Committee of Experts on the Application of Conventions and Recommendations, a unique international body, became an essential cog in the machinery of mutual supervision set up by the I.L.O. to examine the effect given to the Conventions and Recommendations adopted by the Conference. From 190 at the time of the Committee's establishment, the number of reports which the Committee was called upon to examine each year rose to several thousands owing to the constant increase in the number of Conventions adopted, the number of States Members of the Organisation and the number of ratifications registered. On several occasions the Conference has stated that it could never have fulfilled its task in this field without the exhaustive preparatory work done by the Committee of Experts. The fact that it has been possible to accomplish this task, in spite of the very considerable increase in the workload involved, is due very largely to the outstanding qualities, endless devotion and wide experience of Mr. Tschoffen as Chairman of the Committee of Experts.

12. In the course of his fruitful career as a lawyer and statesman, Mr. Tschoffen became a member of the Bar at the Liège Court of Appeal, Minister of Industry and Labour, and in 1931 he was appointed Minister of Justice of Belgium. He was a Minister of State.

13. The Governing Body will no doubt wish to ask the Director-General to convey its sympathy to the family of Mr. Tschoffen's family.

Mr. Rodolphe Rubattel.

14. The Director-General regrets to announce to the Governing Body the death on 18 October 1961 of Mr. Rodolphe Rubattel, former President of the Swiss Confederation.

15. Mr. Rubattel entered politics after a brilliant career in journalism; he was elected a Federal Counsellor of Belgium. He was a Minister of State.

16. The Governing Body will doubtless wish to ask the Director-General to convey its sympathy to Mr. Rubattel's family.

Sir Cecil Kisch.

17. Members of the Governing Body will learn with regret of the death of Sir Cecil Kisch, who stood in a very close relationship to the International Labour Organisation and played a role which was vital to its survival. In 1940, when the working centre of the Office was being moved from Geneva to Montreal, he flew from London to Lisbon to chair the meeting of the Commission which approved the budget of the I.L.O. for 1941. This approval was, under the previously adopted emergency arrangements, a necessary step in the provision of the resources without which the I.L.O. could not have continued to operate in preparation for the important tasks it was to perform towards the end of the war and afterwards. In his report to the 26th Session (Philadelphia, 1944) of the International Labour Conference concerning the future policy, programme and status of the International Labour Organisation, the Director recalled the emergency powers in the field of finance conferred on the Supervisory Commission by the 1938 session of the League Assembly, and paid tribute to Sir Cecil Kisch in the following terms:

In exercising these powers the Supervisory Commission had to assume a heavy responsibility and the International Labour Organisation owes its existence to the Commission, and particularly to its Chairman, Mr. Carl Hambro, and its Rapporteur, Sir Cecil Kisch, a debt of gratitude for the courage with which that responsibility has been shouldered in conditions of unprecedented difficulty.

19. The Governing Body will no doubt wish the Director-General to convey its sympathy to the widow and family of Sir Cecil Kisch.

Mr. Ludovico d'Aragona.

20. The Director-General regrets to announce the death on 17 June in Rome of Mr. Ludovico d'Aragona, a former Worker deputy member of the Governing Body.

21. Mr. d'Aragona was born in 1876. At a very early age he entered Italian politics, joining the Socialist Party in which he soon became one of the foremost representatives of the trade unions. For many years he was Inspector of the General Confederation of Labour, and from 1918 to 1925 he was Secretary-General of the Confederation.

22. In 1922 he attended the International Labour Conference as Italian Workers' delegate. That same year he was elected a Worker deputy member of the Governing Body of the International Labour Office and served in that capacity until 1927, in spite of the change of régime in Italy. From 1922 onwards, he was for several years a member of the Permanent Committee sent to the Conference against the credentials of the Italian Workers' delegate.

23. After the Second World War Mr. d'Aragona played a leading part in the reorganisation of the Italian trade union movement. A member of the Constituent Assembly after the fall of the monarchy, he was successively Minister of Post and Telecommunications, Minister of Transport, and finally Minister of Labour and Social Welfare of the new Italian Republic.

24. Mr. Ludovico d'Aragona's whole life was devoted to the cause of the working class. His honesty and integrity commanded general respect even when his opinions were in opposition to those of the régime.

25. The Governing Body will doubtless wish to ask the Director-General to convey its sympathy to the Italian Government and to Mr. d'Aragona's family.

II. Composition of the Organisation

Entry of the Syrian Arab Republic.


27. The above-mentioned communication, having been received by the Director-General on 30 October 1961, accordingly took effect on that date.

28. The entry of the Syrian Arab Republic brings the number of States Members of the Organisation up to 101.

III. Composition of the Governing Body

Government Group

29. The Government of Finland has appointed Mr. Tankmar Horn, Secretary of Legation, Permanent Delegation of Finland in Geneva, as its substitute representative on the Governing Body in place of Mr. Kaarlo Mäkelä, Counsellor of Legation.

IV. The International Labour Organisation and the Encyclical “Mater et Magistra”

30. The recently published encyclical letter, entitled Mater et Magistra from the opening words of the Latin text, which contains an authoritative statement of guiding principles in the social field addressed by Pope John XXIII to the whole of Christendom, pays tribute to the work of the I.L.O. in the following terms:

We are also happy to express heartfelt appreciation to the International Labour Organisation, which for decades has been making its effective and precious contribution to the establishment in the world of an economic and social order marked by justice and humanity, where also the lawful demands of the workers are given expression.

V. Progress of International Labour Legislation

31-43. (Paragraphs 31 to 43 contain information relating to the ratification, denunciation and entry into force of Conventions, and declarations concerning the application of Conventions to non-metropolitan territories (article 35 of the Constitution). These paragraphs are not reproduced here; the information they contain will be published in the Official bulletin of the International Labour Office.)

Ratifications Authorised (Article 19 of the Constitution).

44. Ratification of the following international labour Conventions has been authorised in the following countries:

China:

- Labour Inspection Convention, 1947 (No. 81).
- Discrimination (Employment and Occupation) Convention, 1958 (No. 111).
- Minimum Age (Fishermen) Convention, 1959 (No. 112).
- Medical Examination (Fishermen) Convention, 1959 (No. 113).
- Fishermen’s Articles of Agreement Convention, 1959 (No. 114).

Ecuador:

- Sickness Insurance (Industry) Convention, 1927 (No. 24).
- Old-Age Insurance (Industry, etc.) Convention, 1933 (No. 35).
- Survivors’ Insurance (Industry, etc.) Convention, 1933 (No. 39).
- Social Security (Minimum Standards) Convention, 1952 (No. 102).
- Maternity Protection Convention (Revised), 1952 (No. 103).

VI. Publications

45. Since the last session of the Governing Body the Office has published under the title Trainees Abroad a guide to facilities offered to workers for training outside their own countries. Information on this subject has hitherto been supplied by the Office to U.N.E.S.C.O. for inclusion in publications of a more general character. The Office has now for the first time issued a separate directory confined to arrangements relating to workers.

46. A substantial volume on Family Living Studies has been added to the “Studies and Reports” series. This consists of 15 contributions describing a variety of surveys of different aspects of family living conditions in a wide range of countries.

47. Two more reports have been issued as part of the continuing factual survey relating to freedom of association in different countries. These are the reports resulting from the studies conducted by missions in the United Kingdom and Sweden.

48. Reports for the 46th (1962) Session of the Conference have been published and despatched to governments in accordance with the Standing Orders.

49. A General Subject Index to the Legislative Series has been published covering the years 1919-59. Texts which have been expressly or implicitly repealed or have ceased to be generally applicable have been excluded.

50. The report of the Meeting of Experts on Employment Objectives in Economic Development, which was submitted to the Governing Body and the Conference in roneoed form, is now in the press for publication in the “Studies and Reports” series.

51. The Year Book of Labour Statistics will appear as usual in December.

Reorganisation of the Periodicals.

52. Following the discussion of the programme of publications which took place at the 144th Session of the Governing Body (March 1960), Industry and Labour is being absorbed partly in the International Labour Review and partly in the Official Bulletin from the beginning of 1962. The following changes will consequently be made:

53. In the International Labour Review, a new section entitled “Current Information” will be inserted after the documentary articles section (“Reports and Inquiries”), providing information of the kind hitherto published under the different headings in Industry and Labour, with the exception of the heading “International Labour Organisation”.

54. The Official Bulletin will become a regular quarterly publication appearing at the end of January, April, July and October. The numbers will consist of two sections: (a) information, and (b) documents, the latter being in certain cases (e.g. Conference decisions, reports of the Committee on Freedom of Association) printed as separate supplements. The following types of matter will be included in the Bulletin: brief articles on sessions of the International Labour Conference, and the text adopted; articles on sessions of the Governing Body; the reports of the Governing Body Committee on Freedom of Association; brief articles on regional

__See also below, sixth supplementary report, p. 158.__
FIRST SUPPLEMENTARY REPORT

Factual Survey Relating to Freedom of Association

1. The reports on the trade union situation in the United States and the Soviet Union were published in English, French, Spanish and Russian on 23 November and 20 December 1960. The reports on the trade union situation in the United Kingdom and Sweden are being published in the last quarter of 1961.

2. At its 147th Session (November 1960) the Governing Body noted with satisfaction that an invitation had been sent by the Government of Norway to the Director-General, to undertake a study on freedom of association in that country. Since then similar invitations have also been received by the I.L.O. from the Governments of Burma and the Federation of Malaya.

3. The Governing Body will no doubt wish to note with satisfaction the invitations extended by the Governments of Burma and the Federation of Malaya.

4. During the discussion of the budget proposals for 1962 at the 148th Session of the Governing Body (March 1961) the view was expressed that as a survey had recently been carried out in one Scandinavian country a second survey in another country in the same group should be given lower priority. The Director-General informed the Governing Body that no provision had so far been made for a survey in Norway, but that two surveys would be carried out during 1961 in Asia. Since then arrangements have been made for one survey to be undertaken in Malaya during October and the other in Burma during November and the early part of December.

5. In accordance with the statement which he made to the Governing Body at its 148th Session the Director-General will prepare a paper after the reports on the above missions have been completed, listing the experience of the missions to date and the lessons to be drawn from them, and making recommendations concerning future lines of action for the programme as a whole.

SECOND SUPPLEMENTARY REPORT

Operation of the International Occupational Safety and Health Information Centre (C.I.S.) during the Period 1 October 1960 to 30 September 1961

Introduction.

1. At its 147th Session (November 1960) the Governing Body had before it a report by the Director-General on the activities of the International Occupational Safety and Health Information Centre (C.I.S.) since the beginning of its operations on 1 July 1959 and on various related matters. At the same session the Governing Body approved the expenditure and income estimates for the Safety Information Centre Account for the year 1961 and gave provisional approval to the draft estimates for the year 1962 subject to further review and final approval thereof in November 1961.

2. At the present session of the Governing Body a document is before the Financial and Administrative Committee submitting the proposed budget of the Safety Information Centre Account for 1962 for final approval, and draft estimates for 1963. In a further document the Financial and Administrative Committee is informed of the income and expenditure of the Safety Information Centre Account for the period 1 January to 30 September 1961.

3. In the following paragraphs the Governing Body is informed of the results of the Centre's activities since September 1960, of the difficulties encountered during the past 12 months, and of the substantial assistance afforded the Centre by national and international institutions. They give a general picture of the situation as of September 1961, describe the Centre's future plans and discuss its future prospects.

Consolidation of the Initial Results.

4. In 1959 the Centre's main efforts related to the establishment of a relatively limited number of national centres. The Centre's objective was to begin with, and with their co-operation and assistance and that of a number of international organisations, the C.I.S. set on foot the first phase of its information service up to about the middle of 1960.

5. The initial results were encouraging, and the Centre's main preoccupation during 1960 was to achieve the objective it had set itself in respect of the provision of services and to extend gradually its geographical basis, that is to say to increase the number of its national centres. If the number of cards despatched by the Centre in 1960 was lower than estimated and their despatch somewhat irregular, this is because the preparatory work was much more extensive than had been originally foreseen and the build-up from nothing of a voluntary international network of co-operation, unique of its kind, encountered greater difficulties than had been anticipated. On the other hand, as regards the extension of the Centre's geographical basis, the results have exceeded all expectations, as may be seen from paragraph 9 below.

6. Thanks to the resources provided for the initiation of the Centre's activities which are described in greater detail in paragraphs 14 to 21 below, and also to the substantial receipts from subscriptions, the Centre was able in 1960 to carry out the considerable activities required of it. The initial establishment has been slightly strengthened and the Centre's basic equipment supplemented.

7. Activities in 1959 and 1960 to publicise the existence of the Centre and the services which it can provide were pursued and intensified in 1961; a display illustrating the Centre's structure and services was exhibited in Paris in May 1961 in connection with the Third World Congress on the Prevention of Occupational Risks. However, despite publicity campaigns by the C.I.S. and its national centres, the results obtained by these means have so far been somewhat disappointing.

8. Basically the Centre works as follows. In each country a national centre collects and systematically analyses for the Centre all the statistical data pertaining to the manifold aspects of occupational safety and health and industrial medicine in the various branches of economic activity; where justified by the amount of information or other circumstances, two or more national centres
share this task. In addition, specialised bodies can act as institutions collaborating with the national centre, each collecting information in its own sector which it sends to its national centre for transmission to the C.I.S. The backbone of the C.I.S. is thus made up of the national centres, which inspire and contribute to its activities, make its existence known, and co-ordinate all matters within the national level. It is therefore apparent that the selection of national centres is of vital importance.

9. The C.I.S. had 21 national centres in September 1960; to these have since been added prevention institutions in Argentina, Colombia, Czechoslovakia, Finland, Japan, the Republic of South Africa, Tunisia, the United Arab Republic, the United States and Uruguay, making 32 C.I.S. national centres as of 30 September 1961 and raising to 27 the number of countries taking an active role in connection with the planning, co-ordination and its classification scheme specially tailored to the needs of the geographical basis of the C.I.S.

Role of the Central Services of the C.I.S.

10. It may perhaps be useful to list the main duties of the central services of the C.I.S. in Geneva. They have in the first place to edit and translate in the Centre’s three working languages (French, English and German) abstracts sent in by the various national centres relating to laws, regulations, standards, studies, reports, articles, and other works published in the countries concerned. For countries which are not yet represented in the C.I.S., the collection of information and preparation of abstracts are carried out by the Centre in Geneva. This information is then catalogued according to a new classification scheme specially tailored to the needs of the C.I.S., printed and despatched to subscribers. The card service is supplemented by a detailed alphabetical subject index which is regularly brought up to date, and by an explanatory pamphlet concerning the C.I.S. and its classification scheme.

11. Secondly, the Centre’s central services have to file, index and classify the Centre’s documentary material (nearly 3,000 texts a year), and supply photostats, microfilms and additional information on request. This type of service grew considerably in 1961. The C.I.S. is also responsible for the establishment of translations made by the different countries and endeavouring to establish a translation pool so that studies of particular interest can be made as widely available as possible.

12. The C.I.S. central services also have a substantial administrative workload in connection with the registration, checking and renewal of subscriptions, provision of the necessary material to national centres, day-to-day liaison with existing national centres, explorations with the National Social Security Association (I.S.S.A.), the European Coal and Steel Community (E.C.S.C.) and the European Economic Community (E.E.C.), and of the consultations in the European Economic Community (E.E.C.) and of the consultative role in connection with the planning, co-ordination and its classification scheme. The original contributions have so far been provided to $35,800. The amount estimated for 1961 is $15,700.

Support of International Organisations.

14. The Governing Body was informed at its 147th Session (November 1960) of the important part played in the launching of the C.I.S. by the International Social Security Association (I.S.S.A.), the European Coal and Steel Community (E.C.S.C.) and the European Economic Community (E.E.C.), and of the consultations in the European Economic Community (E.E.C.) and of the consultative role in connection with the planning, co-ordination and its classification scheme. In addition, 1,265 abstracts had been prepared by the C.I.S. in Geneva, making a total of 4,928 abstracts. Of these, 3,024 had been prepared in the three languages of the Centre (English, French and German); the remainder are being prepared.

15. In November 1960 negotiations with the High Authority of the E.C.S.C. resulted in the renewal for the two previous years of the agreement for 1959-60 and for 1960-61. The C.I.S. is thus ensured of further support. The E.C.S.C. contribution of $12,000 for 1961-62 and for 1962-63 is compensation for this contribution, since it exceeds by far the value of the services rendered by the C.I.S. in return.

16. At the beginning of 1962 the C.I.S. will approach the E.E.C. to examine the possibility of obtaining again in 1963 a contribution designed to assist it in its initial stages. (In February 1960 the E.E.C. decided to contribute $8,000 for 1960-62.)

17. In 1960, as a result of discussions with W.H.O., the latter agreed to take out 40 subscriptions to the C.I.S. Information Service for 1960-61. These are extended free of charge by W.H.O. to occupational health institutions in a number of developing countries. This arrangement will probably be continued in 1962. For 1963, however, W.H.O. proposes to allocate $4,000 to the C.I.S. in the form of an outright grant.

18. Consultations with the I.A.E.A., aimed at securing its support, are now in progress; the Governing Body will be informed of their outcome.

19. This support from international organisations sharing the interest of the C.I.S. in more extensive exchange of information in the field of occupational safety and health and industrial medicine is significant in more ways than one. In the first place it ensures for the C.I.S. substantial material aid in a particularly critical phase of its development and provides the means for a modest expansion of its facilities following the initial period. Secondly, and by no means least important, it shows that international organisations are anxious for their efforts in the field of occupational safety and health and industrial medicine to supplement rather than duplicate each other. The Director-General will accordingly keep this aspect of the development of the C.I.S. under careful review.

Contributions of the I.L.O. and the I.S.S.A.

20. For the period 1 July 1959 to 31 December 1960 the contribution of the I.S.S.A. to the Centre amounted to 353,800. The amount estimated for 1961 is 151,700. The original contributions have so far been provided by the Italian National Accident Prevention Institute (I.N.A.I.L.) and the Italian National Industrial Accidents Insurance Institute (I.N.A.I.L.). Negotiations with the I.S.S.A. concerning the payment of a further contribution in 1962 have not yet reached the point where any specific figure can be indicated in the estimates for that year.

21. The contribution of the I.L.O., it will be recalled, has consisted from the beginning in the provision free of charge of staff (at present four M.D., two A.M.D. and two G.3) and premises. It is proposed to make a slight change in the composition of the staff (four M.D., one A.M.D. and three G.3) in 1962, having regard to the combined needs of the I.L.O. Occupational Safety and Health Division and the C.I.S.

Services Provided by the C.I.S.

22. In 1961 the main service provided by the C.I.S. for its subscribers and for the bodies co-operating in its activities has been the despatch of cards containing bibliographical references and abstracts of studies and publications communicated to the C.I.S. by its national centres. On 30 September 1961 the C.I.S. had received 3,663 abstracts from national centres in 20 countries. In addition, 1,265 abstracts had been prepared by the C.I.S. in Geneva, making a total of 4,928 abstracts. Of these, 3,024 had been prepared in the three languages of the Centre (English, French and German); the remainder are being prepared.
23. Along with the cards, the C.I.S. in 1961 sent out a pamphlet entitled Guide to the Card Service and C.I.S. Classification, and also two alphabetical subject indexes. These working tools, which are periodically brought up to date, provide a system of classification and ready reference for all data published by the C.I.S., no matter what the subject and the manner in which it is dealt with. The C.I.S., in addition, can provide for its subscribers photostats and microfilms of any of the documents which it mentions, as well as additional information concerning them; to date 2,453 photostats and microfilms have been delivered, and the demand is rising.

24. The C.I.S. has not thus far been able to meet requests from its subscribers for the full translation of some of the material on which it reports. It is, however, in co-operation with its national centres, continuing its efforts with a view to the setting up of an occupational safety and health translation centre.

25. The last annual meeting of C.I.S. national centres, held in Paris in May 1961, considered various means for the gradual development of C.I.S. information services, taking account of the wishes expressed by users. It was recognised that mere publication of bibliographical references and brief abstracts would not suffice to enable those concerned, particularly in countries having only limited experience of accident prevention, to derive maximum benefit from C.I.S. data. It was therefore decided to undertake the publication of illustrated documentary notes on subjects of current interest, which would be based either on original research by the Centre or on studies carried out elsewhere, but of sufficient practical interest to warrant their dissemination in several languages through the C.I.S.

26. With a view to establishing closer links between central C.I.S. services, the national centres, co-operating institutions and subscribers, it was further decided to publish an information sheet similar to the I.L.O. News. The first issue of the C.I.S. News came out in September 1961; it includes, among other things, advice on how to use the various facilities provided by the Centre and a world calendar of meetings dealing with accident prevention.

**Financial Situation.**

27. As already mentioned, C.I.S. income now consists of contributions from the I.L.O., the I.S.S.A., the E.C.S.C. and the E.E.C., and of subscription fees. Special receipts from other sources are mentioned further in paragraphs 31 and 32 below.

28. In the proposals which he submitted to the Governing Body at its 141st Session (March 1959), the Director-General indicated that it was expected that the Centre would ultimately receive sufficient income from paid subscriptions to enable it not only to be self-supporting financially, but also to develop its services further. This hope has, on the whole, been borne out by experience in 1960 and 1961.

29. Income from subscriptions in 1960 was about twice as large as in the previous year. Another important contribution to the budget was the C.I.S. Card Service, the income from which remained quite satisfactory in 1961. By 30 September 1960 the C.I.S. had 829 subscribers in 46 countries and territories; on 30 September 1961 it had 1,054 subscribers in 75 countries and territories. Their linguistic distribution was as follows: English, 465; French, 332; German, 259.

30. The Financial and Administrative Committee of the Governing Body has received at this session a document showing the present position of the C.I.S. account. This disclosed, once again, a surplus of income over expenditure, due essentially to continuing contributions from a number of national and international organisations. Without these special contributions, the budget could have been balanced only at the cost of a slight curtailment in the information service provided to subscribers.

31. It may be recalled that the Italian National Accident Prevention Institute (E.N.P.I.) enjoys exclusive rights of translation into Italian of C.I.S. cards and their reproduction in that language. It has undertaken, in exchange, to contribute to the C.I.S. an amount fixed at present at $6,000 per annum, beginning in 1962.

32. Moreover, the Ministry of Labour of the Federal Republic of Germany has renewed the grant which it pledged to the C.I.S. in 1960 in order to help launch the German edition. The amount received to date for 1961 is $2,770.

33. It must be stressed, however, that most of the contributions and grants mentioned above are special payments and cannot be expected to continue at their present rate in coming years. The C.I.S. will therefore have to rely, if it is to consolidate and expand, on the maintenance of present I.L.O. commitments and on an increase in the number of subscribers.

**Appraisal of Initial Results and Future Prospects.**

34. At the third annual meeting of national centres held in Paris on 19 and 20 May 1961 the C.I.S. reviewed the results of its initial efforts, examined the difficulties yet to be overcome and appraised the experience gained during the first two years of its work. Since the initial stages, considerable fresh support has been forthcoming from institutes of all kinds throughout the world; the 32 C.I.S. national centres now constitute, together with the central office in Geneva, a working complex which has demonstrated its effectiveness. Users have shown their appreciation of the services rendered by the C.I.S., and these are now to be extended considerably. Thus, the balance sheet to date shows substantial positive results, and the present picture is an encouraging one.

**ANNEX**

**Complete List of C.I.S. National Centres as at 30 September 1961**

- **Argentina**: Argentine Association of Industrial Medicine, Buenos Aires.
- **Australia**: Department of Labour and National Service, Melbourne.
- **Austria**: General Accident Insurance Institute, Accident Prevention Service, Vienna.
- **Belgium**: Belgian Manufacturers' Association, Brussels.
- **Canada**: Department of National Health and Welfare, Occupational Health Division, Ottawa.
- **Colombia**: Colombian Occupational Safety Council, Bogotá.
- **Czecho-Slovakia**: Institute of Occupational Hygiene and Diseases, Prague.
- **Denmark**: Inspectorate of Labour Inspection, Copenhagen.
- **Finland**: Institute of Occupational Health, Helsinki.
- **France**: National Safety Institute, Paris.
- **Germany (Federal Republic)**: Federal Institute for Workers' Protection, Koblenz.
- **India**: Government of India, Ministry of Labour, Office of the Chief Adviser (Factories), New Delhi.
- **Israel**: National Institute for Occupational Safety and Hygiene, Tel-Aviv.
- **Italy**: National Accident Prevention Institute, Rome.
- **Japan**: All-Japan Industrial Safety Federation, Tokyo.
- **Netherlands**: Central Labour Inspectorate, The Hague.
- **Norway**: Directorate of Labour Inspection, Oslo.
- **Pakistan**: Central Institute for Workers' Protection, Karachi.
- **South Africa (Republic of)**: National Occupational Safety Association, Pretoria.
- **Sweden**: Royal Workers' Protection Board, Stockholm.
- **Switzerland**: Swiss National Accident Insurance Institute, Accident Prevention Service, Lucerne.
- **Tunisia**: Tunisian Safety Association, Tunis.

1. One of the three institutions which from 1959 to 1961 have contributed towards the I.S.S.A. contribution to the Centre.
by an exchange of letters in August-September 1961, the general conditions of this association were agreed upon by the Centre itself with the original sponsors of the Centre. The Programme Committee was approved by the Director-General of the Council of Europe, with the Council of Europe for the establishment of the Centre at its 147th Session (November 1960), the Director-General of the European Economic Community decided to associate officially with other organisations with a view to their cooperation with the Centre's activities. A second meeting to draw up a detailed programme of work for 1961 was held on 27 January 1961. The programme as proposed by the Programme Committee was approved by the Director-General.

Co-operation with Participating Organisations.

1. As authorised by decision of the Governing Body at its 147th Session (November 1960), the Director-General in December 1960 concluded an Arrangement with the Council of Europe for the establishment of the International Vocational Training Information and Research Centre as a special section of the Office from 1 January 1961.

2. The Programme Committee, composed at that time of representatives of the Council of Europe, the O.E.E.C. and the I.L.O., held its first meeting on 27 January 1961 to discuss the general lines of the Centre's activities. A second meeting to draw up a detailed programme of work for 1961 was held on 27 March. The programme as proposed by the Programme Committee was approved by the Director-General.

3. In July 1961, after preparatory discussions between the services concerned, the Commission of the European Economic Community decided to associate itself with the original sponsors of the Centre. The general conditions of this association were agreed upon by an exchange of letters in August-September 1961 for a trial period extending up to the end of 1962. During this period the E.E.C. will make a contribution of $10,000 to the budget of the Centre and will participate in its work. The E.E.C. has been represented on the Programme Committee since its third meeting on 3-4 October 1961.

4. During the year discussions have been held officially with other organisations with a view to their also becoming associated with the work of the Centre.

5. An informal technical working group was set up in February 1961 to examine the details and prepare a programme of work for the Centre. The composition of the working group, originally limited to the technical officials of the organisations directly concerned, has since been extended to include technical experts nominated by occupational associations having consultative status with the European organisations. Following the agreement reached by exchange of letters, two representatives of employers and three representatives of trade union organisations were present at the meeting of the technical working group on 5-6 September 1961.

6. Two specialist working groups were convened on an ad hoc basis in June 1961 to prepare proposals regarding the publications of the Centre and their distribution. A publicity campaign designed to make the Centre and its activities known to a wide range of public and private bodies concerned with vocational training was undertaken in September-October 1961, utilising the various publications of the participating organisations. The campaign has already given promising results. The exchange of information on plans and programmes which has taken place within the Programme Committee has made it possible to prepare for joint action with regard to information and research. The pooling of the experience of the technical experts of the participating organisations has proved valuable in working out the details of the Centre's information and research activities.

7. The first year of operation of the Centre has thus been characterised by an efficient and practical co-operation between the participating organisations.


8. The first half of the year was devoted mainly to the internal organisation of the Centre—in particular the recruitment and training of its staff and the establishment of work methods—and to determining a detailed work plan. An inventory was made of the documentation already available within the International Labour Office, and the methods used for the collection of information about current practices were examined and where necessary revised. First contacts were made with government authorities and with workers' and employers' organisations in a number of countries with a view to ensuring continuing co-operation with the various national bodies concerned with vocational training for workers, supervisors and technical staff.

Information Activities.

9. In addition to work connected with answering a number of requests for information on specific points, either addressed directly to the Centre or referred to it by the participating organisations, the implementation of other aspects of the work programme of the Centre began in May 1961. The first issue of the Centre's bulletin Training for Progress in Europe and in the World appeared on 15 September. The Centre's abstracts—its second information medium—will appear on about 15 November 1961. Both are planned as periodical publications. The bulletin has been distributed free of charge to a large number of persons and institutions interested in vocational training, in an effort to make the Centre more widely known and its activities appreciated. Subsequent issues of the bulletin and abstracts will be made available on a subscription basis. Free distribution will be kept to a minimum.

10. Specimen copies of these publications are available to members of the Governing Body on request.

Research Activities.

11. Three research projects were included in the Centre's work programme for the first year. The purpose of these projects is twofold. First, they should meet actual needs for information and development in the areas of: organisation of training, training of teachers and instructors, syllabus planning. Secondly, they should also serve as pilot projects, enabling the staff of the Centre to establish the efficient methods of co-operation with national bodies and to determine the most effective ways of bringing the results of the research activities to the knowledge of the public.


12. The purpose of this project is to provide an over-all view of the organisational structure and legislative basis of vocational training activities in the various countries of Europe. It was first intended that work on this project should be completed by early June 1961. It was found, however, that, owing mainly to the complexity of organisation and particularly to the dispersion of responsibility for vocational training in most countries, the implementation of the project, even at the national level, required considerably more research than had been foreseen. As a further development of this project, it is proposed to publish in monograph form for each of the countries a detailed study of the organisation and administration of vocational training and
technical education, together with information on facilities available. The first set of these monographs is to be published before the end of 1961 and will be followed by monographs on other countries as soon as the studies have been completed.

Project B: Training of Teaching and Instructing Staff.

13. Work on this project, after some preliminary discussion at the national level, was temporarily suspended for a few months in view of co-ordination with a European Productivity Agency project in a similar field; a plan was agreed upon in early September, and work on the implementation of the project will be jointly undertaken in the next few months.

Project C: Syllabus Planning.

14. In June 1961 an agreement was reached for the joint implementation of the training and teaching of welders by the Centre and the International Institute of Welding; preliminary studies have begun. It is expected that publication of the first in a series of manuals envisaged under this project will take place in the first half of 1962.

Programme for 1962.

15. Proposals relating to the 1962 programme of work have been received from the European Economic Community, the Organisation for European Economic Co-operation jointly with the Council of Europe, the I.L.O., and various government and private bodies. These proposals were taken as a basis by the Programme Committee at its third meeting in October 1961. On the basis of the recommendations prepared by the Programme Committee, the Director-General has established the following work programme for 1962:

(a) continued publication of the bulletin (four issues);
(b) continued publication of the abstracts (six issues);
(c) continued publication of the monograph series described above (Project A) with possible extension to include certain major countries outside the European area;
(d) publication of reports on Projects B and C above;
(e) initiation of a study on the influence of technological change on the job descriptions, training syllabuses and examination requirements in selected industrial occupations. This study would be carried out, in the first instance, with regard to basic occupations in the metal trades (fitter, maintenance worker, turner) and possibly to specific trades in the chemical industries and printing trades;
(f) initiation of a study on general principles applied in the organisation of trade tests and examinations in industry, agriculture and handicrafts, and evaluation of the results obtained in their application;
(g) initiation of a preliminary study of methods to determine the costs of training and regulations for public contributions to meet such costs. Implementation of this project might include the preparation of a series of articles for publication in the bulletin. The study would be limited for the time being to the training of skilled workers only.

16. Other projects which have been proposed for 1962 are studies on methods for retraining workers over 45 years of age; on the training of young girls and women; and on training for fishermen. The possibilities for the implementation of these latter projects will be determined later.

17. The financial and administrative implications of the programme for 1962 are discussed in a separate paper submitted to the Finance and Administrative Committee, which will make recommendations thereon to the Governing Body.

18. This document is submitted to the Governing Body for information.

FOURTH SUPPLEMENTARY REPORT

Organisations Admitted to the Special List of Non-Governmental Organisations

I. Since the Governing Body was last informed of the non-governmental organisations admitted to the Special List (142nd Session, June 1959), its Officers have admitted a further seven organisations to the List. The names of these organisations are given below, in the order of their admission by the Officers.

2. The Young World Federalists, placed on the Special List in November 1956, has merged with the World Association of World Federalists to become its Youth and Student Division and no longer figures on the List.

Organisations Admitted to the Special List of Non-Governmental Organisations since June 1959 (official titles)

International Federation of Christian Workers' Movements.
International Society for Labour Law and Social Legislation.
International Social Service.
International Federation of Commercial Scientists.
International Federation of Conference Scientists.
International Federation of Chemical Workers.
International Federation of Nationalities.

FIFTH SUPPLEMENTARY REPORT

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

[This report is not reproduced here. The substance of it, together with the text of the International Convention for the Protection of Performers, Producers of Phonograms, and Broadcasting Organisations, will be found in I.L.O.: Official Bulletin, Vol. XLV, No. 1, January 1962, pp. 45-48 and 75-82.]

ANNEX

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

The Conference convened jointly by the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organisation and the International Union for the Protection of Literary and Artistic Works, with a view to adopting an international Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organisations, was held at Rome on the invitation of the Government of Italy from 10 to 26 October 1961 under the Chairmanship of H. E. Mr. Giuseppe Talamo Atenolfo (Italy), and held discussions on the basis of the Records of the Committee of Experts on the International Protection of Performers, Producers of Phonograms and Broadcasting Organisations, which met at The Hague from 9 to 20 May 1960, and of Draft Final Clauses submitted jointly by the Secretariats of the three Organisations convening the Conference.

The Conference drew up the text of the International Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organisations.

IN FAITH WHEREOF the undersigned, delegates of the States invited to the Conference, have signed this Final Act. DONE at Rome, the twenty-sixth day of October 1961, in the French, English and Spanish languages, the original to be deposited in the archives of the United Nations.
SIXTH SUPPLEMENTARY REPORT

I. Obituary

Mr. Laurence Katilungu.

1. The Director-General regrets to announce the death on 7 November 1961 of Mr. Laurence Katilungu, General President of the Northern Rhodesia Trades Union Congress and a prominent figure in the African trade union movement.

2. Mr. Katilungu was born in 1914 at Chipalo, in the Northern Province, and after a brief teaching career became a miner in the Copperbelt in his early twenties. In 1949 he became President of the Northern Rhodesia African Mineworkers’ Trade Union, a post he retained until December 1960. He was also active in politics, and served as a member of the Advisory Commission on Central Africa (the “Monckton Commission”). At the time of his death Mr. Katilungu was Acting President of the African National Congress, which he represented at the Northern Rhodesia Constitutional Conference (London, December 1960).

3. Mr. Katilungu took a prominent part in the I.L.O.’s work in Africa. He attended the International Labour Conference in 1958 as Workers’ representative in his country’s observer delegation and at the First Session of the African Advisory Committee (Luanda, 1959) was elected Chairman of the Workers’ group and Vice-Chairman of the Committee. He was also present at the First African Regional Conference (Lagos, 1960) as Workers’ delegate of the Federation of Rhodesia and Nyasaland.

4. The Governing Body will doubtless wish to ask the Director-General to convey its sympathy to Mr. Katilungu’s family.

II. Composition of the Governing Body

Government Group.

5. The Government of the United Kingdom has appointed Mr. G.C.H. Slater, Under-Secretary, Ministry of Labour, as its regular representative on the Governing Body in place of Mr. H. F. Rossetti.

SEVENTH SUPPLEMENTARY REPORT

Co-operation with the Central Commission for Rhine Navigation: Proposals for the Revision of the Agreement concerning the Conditions of Employment of Rhine Boatmen

1. At its 143rd Session (November 1959), the Governing Body was informed of the entry into force on 1 December 1959 of the Agreement concerning conditions of employment of Rhine boatmen, drawn up by the I.L.O. and adopted in 1950 and subsequently revised in 1954. The countries that are parties to the Agreement include Belgium, France, the Federal Republic of Germany, the Netherlands and Switzerland.

2. While in general the working of the Agreement has not given rise to any serious difficulties, problems have arisen in connection with the application of certain specific provisions, in particular those relating to hours of work and night rest during navigation, including the practical control of the hours actually worked by Rhine boatmen.

3. At its Second Session, held on 13 October 1961, the Tripartite Conference on the Manning of Rhine Boats, convened by the Central Commission for Rhine Navigation, and after considering the shipping of vessels engaged in continuous and semi-continuous navigation, concluded that it could not prescribe manning scales for such vessels in view of the existing hours of work and night rest provisions of the Agreement concerning conditions of employment of Rhine boatmen. These provisions are based on the assumption that navigation on the Rhine is suspended during the major part of the night, the boats being moored in the ports.

4. The Conference therefore unanimously decided to recommend that the whole question of hours of work, night rest and manning of boats engaged in continuous and semi-continuous navigation should be considered jointly by the Central Commission for Rhine Navigation and the I.L.O. with a view to drawing up, on the one hand, the necessary amendments to the Agreement concerning the conditions of employment of Rhine boatmen, and on the other hand establishing specific manning requirements for boats engaged in continuous and semi-continuous navigation, for inclusion in the Regulations for the Inspection of Rhine Boats and Rafts adopted by the Central Commission for Rhine Navigation in 1951 and subsequently amended. The Conference also proposed the introduction of an efficient system of controlling the hours actually worked by Rhine boatmen, and suggested that this system should be based on an individual control book which should be issued to each boatman.

5. The recommendations of the Tripartite Conference were unanimously approved by the Central Commission for Rhine Navigation at its Second Session (November 1961) and the Commission instructed its Secretariat to enter into consultation with the I.L.O. with a view to carrying out a preliminary study of the amendments to be made in the instruments mentioned above in respect of continuous and semi-continuous navigation on the Rhine.

6. Subsequently the Tripartite Conference on the Application of the Agreement concerning the Conditions of Employment of Rhine Boatmen, at its Second Session on 7 November 1961, which examined the first annual reports from governments on the working of the Agreement, unanimously adopted the following observations:

Considering the technical evolution which has taken place in recent years on the Rhine, and the occurrence of certain difficulties of a procedural nature, a revision of the Agreement appears to be called for. The Committee, however, does not consider itself competent to make concrete proposals for such a revision, but welcomes the steps proposed by the Central Commission for Rhine Navigation as an immediate measure. The Committee recommends that the Agreement be revised as soon as possible and that a tripartite working party be entrusted with this task.

7. The Director-General has examined these proposals, and in view of the special responsibility of the I.L.O. for the proper working of the Agreement concerning the conditions of employment of Rhine boatmen, which was in the first place drawn up by the I.L.O. itself, and the urgent need to bring the Agreement into line with present-day conditions of operation on the Rhine as unanimously expressed by the Central Commission for Rhine Navigation and the Tripartite Conference on the Application of the Agreement, he proposes that the I.L.O. should proceed forthwith with its revision. As a first step he proposes the convening, before the end of the year, of a committee of experts, drawn from government, employers’ and workers’ circles associated with Rhine navigation in the five countries concerned, to undertake a critical review of the Agreement concerning conditions of employment of Rhine boatmen, with a view to formulating practical proposals and to examine any other questions the solution of which will ensure the proper working of the Agreement.
Financial Implications.

8. The Director-General has been assured that the implementation of this proposal will not give rise to any additional expenditure under the I.L.O. budget, the experts being entirely responsible for defraying their own travel and subsistence expenses through their respective governments or organisations.

9. In the light of the information given in the previous paragraphs the Governing Body may wish to authorise the Director-General to convene, before the end of the year, a committee of experts drawn from governments, employers' and workers' circles concerned with Rhine navigation in Belgium, France, the Federal Republic of Germany, the Netherlands and Switzerland to undertake a critical review of the Agreement concerning conditions of employment of Rhine boatmen, with a view to formulating proposals for its revision, and to examine any other questions the solution of which will ensure the proper working of the Agreement.

to. If this proposal is adopted, the Director-General will inform the Governing Body of the outcome of the work of the Committee of Experts and, as appropriate, formulate proposals for further action to be taken by the I.L.O. with a view to revising the Agreement concerning the conditions of employment of Rhine boatmen.

EIGHTH SUPPLEMENTARY REPORT

Communications to the Governing Body

At the request of the International Federation of Christian Trade Unions, and with the agreement of the Officers of the Governing Body, the following resolutions adopted by the 14th World Congress of the I.F.C.T.U. (Paris, June-July 1961) are circulated to the Governing Body for information.1

1 The resolutions (Nos. I, II, IV and VII) are not reproduced here. They may be found in Labor (Brussels, I.F.C.T.U.), 34th Year, No. 4, 1961.
APPENDIX XXI

Twenty-first Item on the Agenda: Programme of Meetings

Committee on Statistics of Hours of Work

1. Proposals are before the Governing Body for the convening of this meeting. It is proposed that the Committee on Statistics of Hours of Work should meet in Geneva from Monday, 9 to Saturday, 14 April 1962.

Joint I.L.O.-W.H.O. Committee on Occupational Health (Fourth Session)

2. At its 149th Session the Governing Body approved the convening of the Fourth Session of the Joint I.L.O.-W.H.O. Committee on Occupational Health. In agreement with W.H.O., it is now proposed that the Fourth Session of the Joint I.L.O.-W.H.O. Committee on Occupational Health should be held in Geneva from Monday, 9 to Monday, 16 April 1962.

Metal Trades Committee (Seventh Session)

3. It is proposed that the Seventh Session of the Metal Trades Committee should be held in Geneva from Monday, 17 to Friday, 28 September 1962. Provision for this meeting is made in the budget for 1962.

Tenth International Conference of Labour Statisticians

4. Proposals are before the Governing Body for the convening of this meeting. It is proposed that the Tenth International Conference of Labour Statisticians should be held in Geneva from Tuesday, 2 to Friday, 12 October 1962.

Ad Hoc Tripartite Meeting for the Printing and Allied Trades

5. It is proposed that the Ad Hoc Tripartite Meeting for the Printing and Allied Trades should be held in Geneva from Monday, 12 to Friday, 23 November 1962. Provision for this meeting is made in the budget for 1962.

6. A programme of meetings, including meetings the date of which has already been decided, is attached.

APPENDIX XXII

Twenty-second Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

Chemical Industries Committee (Sixth Session, Geneva, 7-18 May 1962)

1. The Governing Body is requested to appoint a tripartite delegation to represent it at the Sixth Session of the Chemical Industries Committee. It will also be necessary to appoint a Chairman for this meeting.

African Advisory Committee (Second Session, Tananarive, 3-14 April 1962)

2. The Governing Body is requested to appoint a tripartite delegation to represent it at the Second Session of the African Advisory Committee.
APPENDIX XXIII

Twenty-third Item on the Agenda: Date and Place of the 151st Session of the Governing Body

1. It is proposed that the Committee to Consider the Improvement of the Practical Methods of Working of the International Labour Conference should meet during the interval between the present and the next session of the Governing Body at a date to be agreed by the Committee at its meeting on Saturday, 25 November.

2. It is proposed that the Working Party to Consider the Revision of the Standing Orders for Industrial Committees should meet from Wednesday, 14 February to Tuesday, 20 February 1962, continuing if necessary on Wednesday, 21 February.

3. It is proposed that the Committee on Freedom of Association should meet on Thursday, 22 and Friday, 23 February 1962.

4. It is proposed that the meetings of the Financial and Administrative Committee and of the other committees of the Governing Body in connection with the 151st Session should be held from Monday, 26 February to Monday, 5 March 1962, and that the 151st Session of the Governing Body should be held in Geneva from Tuesday, 6 March to Friday, 9 March 1962.

5. The Governing Body is invited to approve the arrangements proposed above.

6. For the convenience of members of the Governing Body provisional dates are suggested for the other sessions of the Governing Body to be held during 1962 as follows:

152nd Session: Monday, 28 May to Saturday, 2 June 1962.
153rd Session: Monday, 22 October to Friday, 2 November 1962.

It will be recalled that, when approving the dates for the Fifth Asian Regional Conference (Australia, 26 November-8 December 1962) at its 148th Session (March 1961), the Governing Body took note that in order to leave an adequate margin between its 1962 autumn session and the Asian Regional Conference it would be necessary for the Governing Body session to be held at an earlier date than usual.

7. The Governing Body is invited to approve the above-mentioned provisional dates, which include the meetings of Governing Body committees, subject to confirmation by the Governing Body in due course.
Supplementary Item on the Agenda: Complaint Filed by the Government of Portugal concerning the Observance by Liberia of the Forced Labour Convention, 1930

Report of the Officers of the Governing Body

1. On 31 August 1961 the Director-General received the following communication from the Government of Portugal:

(Translation)

Sir,

On behalf of the Government of Portugal I have the honour to file a complaint against the Government of the Republic of Liberia under article 26 of the Constitution of the International Labour Organisation, as follows:

Complaint Filed by the Government of Portugal concerning the Violation by Liberia of the Forced Labour Convention, 1930

1. The Forced Labour Convention, 1930 (No. 29), was ratified by Liberia on 1 May 1931 and came into force for that country on 1 May 1932.
2. The Convention was ratified by Portugal on 26 June 1956 and came into force for Portugal on 26 June 1957.
3. Since both Portugal and Liberia are parties to this Convention, the Portuguese Government is entitled to file the present complaint.
4. On the basis of the information at its disposal, the Portuguese Government is certain, for the purposes and in the terms of article 26, that the Government of Liberia is not fulfilling its obligations under the Convention.
5. Liberia has been mentioned several times in the special list, but has always ignored these appeals and has not sent in any reports on the application of the Convention.
6. The Government of the Republic of Liberia, 29 years after Convention No. 29 entered into force for that country, and in spite of all the solemn warnings and appeals addressed to it, maintains in force legislation which permits exaction of forced labour. This constitutes a clear and serious violation of the provisions of the Convention.
7. The International Labour Organisation already has in its possession full documentary evidence concerning the violation of the Convention by the Republic of Liberia.
8. In these circumstances the Portuguese Government asks the Governing Body of the International Labour Organisation to take the necessary measures to deal with a problem which involves a serious infringement and a gross denial of human rights on the part of the Government of Liberia, and in particular to set up a Commission of Inquiry to examine this complaint and prepare a report on the matter.
9. Supplanting the foregoing, the Portuguese Government intends to submit at a later stage allegations and evidence in support of its complaint.

Please accept, Sir, etc.,

A. FRANCO NOGUEIRA,
Minister of Foreign Affairs of Portugal.

2. Article 26 of the Constitution of the International Labour Organisation, which is referred to in the communication from the Government of Portugal, 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. If 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.
6. 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
7. The Officers of the Governing Body, meeting in the absence of the Chairman, who was prevented from attending by sickness, felt that the Governing Body would not doubt wish to adopt in this instance a procedure similar to that which was recently approved for the examination of the complaint filed by Ghana against Portugal.
8. As in the latter case, no discussion on the merits of the complaint is admissible at the present stage, as the Governing Body does not yet have before it either a detailed statement of the reasons for which the Government of Portugal has filed the complaint, or the observations of the Government of Liberia. 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 on the merits of a complaint until the Governing Body has before it the contents 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

¹ Not reproduced here.
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 sub judice before a Commission of Inquiry. If there is to be a Commission of Inquiry, it is when the Commission of Inquiry has reported upon the merits of the complaint that the Governing Body may be called upon to take action in the matter.

7. It is now for the Governing Body to take the decisions necessary to permit of the complaint being examined properly and in an orderly manner. The Officers therefore recommend the Governing Body to take the following decisions at its present session:

(a) the Government of Portugal, as the government which has filed the complaint, should be requested by the Director-General to communicate to him by 15 December 1961 at the latest particulars of the grounds on which the Government of Portugal is not satisfied that Liberia is securing the effective observance of the provisions of the Forced Labour Convention, 1930, and of the evidence which the Government of Portugal adduces for the purpose of substantiating the complaint;

(b) the Government of Liberia, as the government of the Member against which the complaint has been filed, and to which the further particulars requested from the Government of Portugal will have to be communicated as soon as received, should be requested by the Director-General to communicate to him its observations by 10 February 1962 at the latest;

(c) in accordance with the provisions of paragraph 5 of article 26 of the Constitution of the Organisation, the Governing Body should invite the Government of Liberia 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 conveying this invitation to the Government of Liberia, the Director-General should inform the Government that the Governing Body proposes to consider the matter at its 151st Session, which will be held in Geneva in February-March 1962. He should also invite the Government of Portugal, which has filed the complaint, to send a representative in the same manner;

(d) the Governing Body should at its 151st Session consider, in the light of such further particulars as may be furnished by the Government of Portugal and such observations as may be received from the Government of Liberia, whether the matter should be referred to a Commission of Inquiry.

8. The Officers envisage that, in the event of a Commission of Inquiry being appointed, the members of the Commission would be designated in accordance with the same criteria, and would serve under the same conditions, as the members of the Commission appointed to examine the complaint filed by the Government of Ghana concerning the observance by Portugal of the Abolition of Forced Labour Convention, 1957. They 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 XXV

Alphabetical List of Persons Attending the Session

ABU ALAM, Abdelraouf (United Arab Republic), Government deputy member; Labour and Social Attaché, Permanent Mission of the United Arab Republic to the European Office of the United Nations.

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.

ALEGRÍA, Miss Paula (Mexican), Counsellor, Permanent Delegation of Mexico to the international organisations in Geneva; substitute for Mr. Calderón Puig, Government deputy member.

AMBÉKAR, Gangadhar D. (Indian), Workers’ representative; General Secretary, Rashtriya Mill Mazdoor Sangh, Bombay.

ANDRÉ, R. (Belgian), Official on Special Duties, Belgian Ministry of Employment and Labour; accompanying Father Stokman, Government representative of the Netherlands.

ANIÉL QUIROGA, José Manuel (Spanish), Government observer; Minister Plenipotentiary; Permanent Delegate of Spain 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.

ARCHIBUGI, F., representative of the High Authority of the European Coal and Steel Community; Director, General Directorate for Labour, Readjustment and Reconversion Problems.

von ARNIM, Georg, representative of the Organisation for Economic Co-operation and Development; Head of the Manpower Division.

ASSCHER, J., representative of the Office of the High Commissioner for Refugees; Chief of the Secretariat.

BARBOZA-CARNEIRO, Júlio Augusto (Brazilian), Government observer; Ambassador; representative of the Government of Brazil accredited to the International Labour Organisation.

BAR-NIV, Zvi (Israeli), Government deputy member; Legal Adviser, Ministry of Labour; representative of the Government of Israel on the Governing Body.

BECKER, Aaron (Israeli), Workers’ deputy member; General Secretary, General Federation of Labour (Histadrut).

BELONGOV, A. M. (U.S.S.R.), Third Secretary, International Economic Organisations Division, Ministry of Foreign Affairs; accompanying Mr. Goroshkin, Government representative.

BÉNYI, Jozsef (Hungarian), Government observer; Second Secretary, Permanent Mission of the Hungarian People’s Republic to the European Office of the United Nations.

BERGENSTRÖM, Gullmar (Swedish), Employers’ representative; Chairman, International Council of the Danish, Finnish, Norwegian and Swedish Employers’ Confederations.

BERTRAND, Paul, representative of the United Nations Educational, Scientific and Cultural Organisation; Chief of the Division of Relations with International Organisations.

BETTINI, Emilio, representative of the Intergovernmental Committee for European Migration; Chief, Department of Plans and Liaison.

BHAVANDAS, M. (Indian), Government representative; First Secretary, Indian Embassy, Berne.

BOGLIETTI, Giuseppe, observer representing the World Federation of Trade Unions; Permanent Representative in Geneva of the W.F.T.U.

BORHA, L. Lawrence (Nigerian), Workers’ deputy member; General Secretary, Trades Union Congress (Nigeria).

BOSCH, Pablo (Uruguayan), Acting Consul-General in Geneva; substitute for Mr. Pomés, Government representative.

BOSON, Marcel, observer representing the International Co-operative Alliance.

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