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/PRESENT:

PRESENT:

<u>Chairman:</u>	Mr. BLANCO	Cuba
<u>Members:</u>	Mr. LOOMES	Australia
	Mr. RYCKMANS	Belgium
	Mr. CALERO RODRIGUES	Brazil
	Mr. SVEISTRUP	Denmark
	Mr. BUSTAMANTE	Ecuador
	Mr. EZZAT	Egypt
	Mr. PIGNON)	France
	Mr. DULPHY)	
	Mr. SHIVA RAO	India
	Mr. TAJIBNAPIS	Indonesia
	Mr. SPITS	Netherlands
	Mr. DAVIN	New Zealand
	Mr. ROSCHIN	Union of Soviet Socialist Republics
	Mr. CHINN	United Kingdom of Great Britain and Northern Ireland
	Mr. CARGO	United States of America

Representatives of specialized agencies:

Mr. GAVIN	International Labour Organisation (ILO)
Dr. STOCK)	World Health Organization (WHO)
Dr. COIGNY)	

Secretariat:

Mr. BENSON	Secretary of the Committee
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BASIC SOCIAL CONDITIONS IN NON-SELF-GOVERNING TERRITORIES: SECRETARY-GENERAL'S ANALYSES OF INFORMATION AND DOCUMENTS SUBMITTED BY THE ILO AND THE WHO:

(e) PROGRESS OF INTERNATIONAL STUDIES IN RELATION TO MIGRANT LABOUR (A/AC.35/L.107); (f) ASPECTS OF LABOUR CONDITIONS AND POLICIES (A/AC.35/L.105, A/AC.35/L.106, A/AC.35/L.108).

Mr. GAVIN (International Labour Organisation), referring to the statement he had made at the previous meeting, replied in the negative to the Egyptian representative's question whether the ILO intended to put on the agenda of the International Labour Conference the recommendations of the WHO Committee of Experts on improvement of conditions in rural areas. That reply should not lead the present Committee to conclude that the ILO took no further interest in the question. The text of the resolution made it plain that the ILO looked to the Governments concerned to ask it, when appropriate, to study together with other specialized agencies the social and economic problems peculiar to the rural areas in question.

He then drew the Committee's attention to the ILO's report on workers' housing problems in non-metropolitan territories (A/AC.35/L.106) and to the ILO's preliminary study on wages and productivity of labour in Non-Self-Governing Territories. Those were only preliminary documents, as the ILO would deal with the subjects in greater detail. The problem of housing in Non-Self-Governing Territories was far from being solved, in spite of some highly encouraging experiments; there was room for international action, and the ILO hoped to be able to contribute to a satisfactory solution. Labour productivity for the most part had been studied only superficially; some employers and administrations had made studies with a view to raising the productivity of indigenous labour, but those were isolated instances. Nevertheless, the question of improving the productivity of industrial labour in the West Indies had been on the agenda of the Conference on Industrial Development held at Puerto Rico in February 1952; the ILO had submitted documentation on the subject. The same question would be on the agenda of the third Inter-African Labour Conference which would be held at Bamako in January 1953 and in which the ILO would take part.

/He pointed out

He pointed out that productivity was influenced by many factors in combination, such as climate, availability of raw materials, commercial organization and the size of the market, and, generally speaking, by technical or human, physical, psychological and social factors. In document A/AC.35/L.108 the ILO had made no attempt to examine those factors in detail or to assess their relative importance in the light of conditions in Non-Self-Governing Territories. He thought it necessary, however, to draw attention to the complexity of factors determining labour productivity, as the opinion was all too often held that the low level of productivity of indigenous labour was due to a lack of interest in their work; in many cases, on the contrary, low productivity was undoubtedly due to inadequate nutrition or poor health conditions. The attitude of indigenous labour towards organized and regular work in some territories was, of course, of great importance: it might vary according to their mode of life and traditions, and not all were equally aware of the benefits to be derived from such work. Nevertheless, when economic and social conditions in Non-Self-Governing Territories approached those in metropolitan countries the attitude of the workers to the problems of wages and productivity was not different in nature from that of metropolitan labour. That was the idea the ILO had wished to bring out in paragraph 4 of its report (A/AC.35/L.108), and he apologized to the Egyptian representative for that text's failure to explain clearly enough the difference between various types of workers. He thanked the Egyptian representative for the recent statistics on the proportion of industrial workers in the active population of certain territories; those statistics showed that there was a welcome trend of stabilization of labour in some industries.

The ILO had stressed in its report the difference between conditions in Non-Self-Governing Territories and in the typical industrialized countries because that factor had to be taken into account in a study of methods of raising productivity. In that connexion, he thought the Egyptian representative had found a fruitful approach in his references to a report on the productivity of African labour in Kenya and Uganda railways, which emphasized the need to investigate the African milieu, the economic possibilities of the population, the tribal structure, and the habits, housing, and social and cultural needs of the Africans. Such a study, desirable though it might be, went beyond the ILO's immediate sphere of operations, but the administrations of Non-Self-Governing Territories could proceed at once to secure or encourage a systematic

local investigation of productivity factors. The ILO would be prepared to assist in such studies to the full extent of its ability.

The ILO was making independent studies on a research basis on systems of wages, relations between wages and the cost of living, minimum wages, methods of payment etc.

In conclusion, he emphasized the need for increasing productivity by social and economic measures. He acknowledged the part that the improvement of nutrition and health conditions, the establishment of appropriate social security and welfare systems, the betterment of relations between management and labour and the introduction of an equitable system of wages could play in securing increased labour productivity.

Mr. EZZAT (Egypt) thanked the ILO representative for his explanation and said that the Egyptian delegation was highly pleased with the work of the ILO experts.

Dr. COIGNY (World Health Organization), in reply to a question raised by the Egyptian representative at the preceding meeting, described the part played by the World Health Organization in the work of the International Labour Organisation and other agencies in the field of migration.

The World Health Organization maintained close contact with the International Labour Organisation. It had studied, in co-operation with the latter, the organization of medical services as part of the social insurance scheme. It had participated in two seminars on social insurance which had been held in Costa Rica and Turkey as a result of ILO initiative and in a number of other meetings on the same question. Further, the World Health Organization had set up a group of experts on the medical aspects of social insurance to advise the ILO and draw up a report for the International Labour Conference in 1952.

The two agencies had also collaborated in the field of social and occupational hygiene and hygiene for seamen. Similarly, the International Anti-venereal-disease Commission of the Rhine met under the joint auspices of the ILO and WHO. Lastly, the two organizations had worked together on studies regarding conditions of employment of nurses, the publication of legislative texts and preparation of standards of medical care to be included in the convention on maternity protection which the ILO was currently preparing.

/As regards

As regards migration in particular, he recalled that in accordance with the resolutions adopted by the Preliminary Migration Conference held at Geneva in April and May 1950, the ILO and WHO, in co-operation with IRO, had defined basic principles and criteria for the medical examination of migrants. One group of experts set up by the two specialized agencies had met at Rome in September 1951 and prepared a report for the Migration Conference which had met at Naples later in the same year. WHO had participated in that Conference which had adopted the basic principles and criteria for the medical examination of migrants and recommended to the ILO Governing Body to communicate those standards to States members of the ILO and WHO. The ILO Governing Body had approved those principles.

The Executive Board of WHO had subsequently also approved them and decided to bring them to the notice of States members to be used as guidance in working out a medical examination for migrants.

The Executive Board of the WHO had also requested the Director-General to continue the preparation of studies on migration in co-operation with the ILO. Those studies concerned the adoption of more detailed standards for the medical selection of migrants expected to do ordinary or heavy work or migrants seeking employment requiring special physical ability.

In order to unify the above-mentioned standards the ILO and WHO had also decided to request some of the expert committees of WHO to study the criteria for the medical examination of migratory workers who had contracted certain diseases such as tuberculosis, venereal disease or trachoma, and to transmit the Committee's recommendations concerning the methods of examination and standards of recovery to States interested in the problem.

In addition to participating in the preparation of medical principles and criteria for the selection of migrants, WHO was able to help governments in organizing the medical selection of migrants. On request, it could also assist the immigration medical services concerned with the reception of migrants and the improvement of health conditions in areas of resettlement, especially in connexion with local health measures and campaigns against local diseases. Lastly, WHO was in a position to supply experts for the medical examination of migrants or for demonstration teams.

/So far

So far no Government had asked WHO for assistance in connexion with migration projects.

He recalled that at the request of the United Nations, the ILO and WHO had co-operated on a manual on migration. The manual dealt with measures for the protection of migrants and general conditions for their resettlement as well as standards for conditions of transport by ship.

Since the Inter-Governmental Committee for the Movement of Migrants from Europe had been set up the WHO Director-General and the Director of the Inter-Governmental Committee had been corresponding in an effort to determine how the two organizations could assist each other.

In conclusion, he read out article 103 of the International Sanitary Regulations prepared by the World Health Organization. The text stated that migrants or seasonal workers as well as any ship, aircraft, train or road vehicle carrying them could be subjected to additional sanitary measures conforming with the laws and regulations of each State concerned and with any agreements concluded between any such States. The provisions of that article were a concrete expression of WHO's work in connexion with migrant workers.

Mr. CALERO RODRIGUES (Brazil), quoting from paragraph 15 of document A/AC.35/L.105 concerning statistics on wages and from the subsequent sections on cost of living indices and trade unionism between 1946 and 1951, noted that the circumstances in which the wage statistics were compiled could hardly give a clear picture of wage conditions in Non-Self-Governing Territories.

He welcomed the development of trade unionism in certain Non-Self-Governing Territories. In particular, he was glad to note that the United Kingdom Government officially encouraged the training of trade union representatives. The figures supplied by the United Kingdom showed to what extent trade unionism was expanding in the Non-Self-Governing Territories under its administration. He himself had pointed out that the statistics for the Gold Coast indicated a decline in trade union membership between 1949 and 1950. He wondered whether that was a general trend or merely a fortuitous phenomenon. He also wished to know why in Kenya only 11,000 out of a total of 450,000 wage-earners belonged to the trade union organizations. That fact was possibly an indication of the difficulties encountered in organizing rural workers.

He further noted that the Secretariat had furnished little information on trade unionism in Non-Self-Governing Territories administered by France. Statistical data showed trade union membership in French West Africa to have declined from 50,000 in 1950 to 38,000 in 1951. It was also stated in document A/2131 that while the number of trade unions in Madagascar had increased, the unions had an insufficient number of active and qualified members. As regards Tunisia, it appeared from document A/AC.35/L.105 that trade union rights in that country were not fully guaranteed from a legal standpoint. He hoped that that state of affairs was only temporary and that the French Government would provide additional information on the subject. Certain restrictions had also been imposed on the trade union movement in Morocco. He emphasized that the fear of political difficulties should not constitute an obstacle to trade unionism as such difficulties were bound to occur in any case in Territories on their way to independence.

He noted that few Territories had legislation governing the use of labour. That was probably largely due to the predominantly agricultural character of the population, and he admitted that any detailed labour legislation, however admirable, was bound to be ineffectual if it was not adapted to local conditions. That was why in Brazil the organization of industrial labour had outstripped by far the organization of agricultural labour.

Document A/AC.35/L.106 deserved the Committee's commendation. He was in complete agreement with the view expressed in paragraph 98 of that document, namely, that, if the problem of housing was looked at realistically, neither employers nor workers could fully or adequately cope with the problem of providing housing for workers and that the public authority, local or national, must therefore assume responsibility for providing suitable housing for the population as a whole. In that connexion, he wished to congratulate the Belgian Government on initiating a ten-year plan for the construction of 40,000 houses in the Belgian Congo.

/According to

According to document A/AC.35/L.108 on wages and productivity of labour in Non-Self-Governing Territories, the decisive factor in stimulating a taste for work was to give the worker a direct and immediate incentive to increase his output by offering him payment proportionate to his effort. While he was in agreement with that view, he did not think that the method had been sufficiently used. According to paragraphs 33 and 34, for example, the fact that work incentives through wages could only be introduced into the Non-Self-Governing Territories gradually made it essential that action should be taken without delay and that the practices followed in nearly all the Territories under consideration were much closer to pure empiricism than to scientific method. He had therefore been glad to hear the ILO representative's statement that his organization was concerning itself with problems connected with increasing the productivity of labour.

Where the question of racial discrimination in the matter of wages was concerned, there were admittedly sound reasons for giving officials of the metropolitan countries more favourable treatment. The fact that the question of discrimination in regard to wages had been raised was, however, an indication that it would be useful for the Committee to have fuller information on the subject.

Mr. PIGNON (France), speaking in reply to the representative of Brazil, wished to give some information on the exercise of trade union rights in French overseas territories. In French Equatorial Africa and French West Africa, trade union rights had been established by the decree of 7 August 1944 and in Madagascar, by the decree of 19 May 1937. The trade union movement in the French territories had had its ups and downs. Trade unions were most highly developed in the urban centres and he reserved the right to supply the relevant statistics at a later stage. Little importance should be attached to the apparent decline of trade unionism in French West Africa. Peoples still at a relatively low educational level sometimes turned away from the trade union movement for a time, to return to it at a later date. As regards the trade union movement in Tunisia, to which the Brazilian representative had referred, the legislation at present in force in Tunisia was not peculiar to that country but was a rule applied in metropolitan France itself on account of the disturbances due to the war. The French Government intended to reintroduce the rules previously in force at the earliest possible date.

/At the invitation

At the invitation of the Chairman, Mr. Dulphy took a place at the Committee table.

Mr. DULPHY (France) said that since the end of the world war the problem of housing in French overseas territories had become one of the major preoccupations of the public authorities. The influx of population to the large centres following the implementation of an economic and social development plan had resulted in a housing crisis affecting the European and the indigenous population alike. It had also become apparent that attention must be given to traditional housing if the health and well being of the population was to be improved and the drift from rural areas arrested. That was a complex problem which had many aspects -- economic, technical, financial and social, -- economic, because the standard of living and the means of the beneficiaries had to be taken into account, technical, because the question of the materials and method of construction to be employed was involved and financial, because the construction of housing required credits. Undoubtedly, however, the housing problem was primarily a social problem depending for its solution on the customs and way of life of the people concerned. Whenever that fact had been overlooked, mistakes had been made. In some territories, for example, housing built according to the most modern standards of Western technology had been rejected by the indigenous population as being out of conformity with their own customs. It was necessary also to bear in mind that customs varied with the degree of development, with individuals and with races. At the risk of being charged with discrimination, it was therefore necessary to envisage various types of housing corresponding to the different social classes and ranging from European housing to an improved version of the traditional hut. The problem was certainly less acute in the country than in the towns and priority accordingly had to be given to urban housing. Thus, the problem was not a simple one and had been solved in French overseas territories by a variety of methods, which he proposed to outline, dealing separately with urban and rural housing.

/In the large

In the large urban centres the problem of housing was acute. Two factors had to be taken into account in seeking a solution, the first being the fact that the towns were racial melting pots and to all intents and purposes there was no traditional type of urban dwelling house, and the second being the fact that the social classes were much more clearly differentiated in urban than in rural centres and ranged from unskilled labourers to senior African officials.

While the first factor made it possible to evolve a typical urban dwelling house and was hence conducive to standardization, the second factor, which was economic rather than social, made it necessary to take the standard of living and means of town dwellers into account. Two courses of action had thus developed, the first involving the construction of workers' estates by powerful mixed companies in which hygienic housing with outside kitchens, wash-houses, showers and plumbing were rented to Africans and Madagascans in the lower income groups for 700-900 francs a month. The second course involved the construction by Africans themselves of traditional huts improved, however, by cement foundations, wide apertures and permanent roofing of sheet iron or everite. Those efforts were supplemented by public or semi-public agencies, which lent funds, supplied materials or prefabricated parts or even built the house on behalf of and at the request of the individual concerned. A new trend which had developed in Bangui was of interest in that connexion. At the suggestion of the local social welfare service and of the Cercle d'études et d'action sociale of the Social Welfare Secretariat, a number of Africans had formed an association to undertake an experiment based on the "Castor" system, in which each member contributed his services free of charge, either as an unskilled or skilled worker, to the construction of nine houses, in return for which he received the services of his fellow-members in building his own house. Each member received a loan of 100,000 francs from the Crédit de l'Afrique Equatoriale française for the purchase of building materials, the loan receiving territorial backing. The houses so built were an improved version of the local type. A first pilot village was at present in process of construction. This interesting experiment had a number of advantages; it provided workers with comfortable, hygienic and low-cost housing; it provided members of the team with an object lesson in the social value of work and co-operation and lastly, it safeguarded tradition.

/The introduction

The introduction of a standard house in the rural areas was obviously out of the question. The diversity of race, character and climate militated against the introduction of standardized schemes, even if adapted to climatic zones. The guiding principle followed was to take the existing houses of a given area with all their traditional features and to attempt to introduce the improvements dictated by a concern for comfort and hygiene. In order to enable the indigenous inhabitants to carry out such improvements themselves, a number of administrative or semi-administrative agencies such as indigenous insurance societies or co-operatives, obtained materials such as cement, everite, timber etc. for them at low prices, sold them prefabricated standard parts such as scaffolding, windows, doors and frames, provided building workers or trained inhabitants of the village as masons and carpenters. Lastly, technical units were undertaking studies to determine which materials were the cheapest and the best adapted to local climatic conditions.

The problem took a special form in North Africa. The existence of a more developed indigenous society than in tropical Africa and of many urban centres together with the destruction or damage of more than 20,000 houses as a result of war devastation, had caused the public authorities to adopt different solutions.

In Morocco the increase of the Moslem population and the drift from the country to the growing industries of the cities had resulted in a serious housing crisis. Temporary Moslem villages had thus grown up around the large cities, near the industrial centres and even in the ancient medinas themselves, villages which bore some resemblance to certain outlying suburbs of the large cities of modern countries some years ago.

The town planning and housing services were preparing and carrying into effect large-scale housing programmes to improve living conditions in those districts and then to build Moroccan cities in accordance with the principles of the Athens Charter. In two years time all municipalities would have town planning programmes and would include Moroccan quarters comparable to those already built in all the large cities. In building satellite towns, full regard had been taken of the way of life of the working-class Moroccan population; the city had, however, been planned to permit the evolution of the Moroccan population towards a modern way of life within the framework of its own traditions.

/In addition

In addition to building, the duties of the housing service included the purchase of land, the preparation of zones, as at Casablanca and Rabat, and the equipment of land to be allotted and transferred to private individuals. The following forms of financial and technical assistance were provided by the Government: loans by the Caisse des Prêts Immobiliers du Maroc (Real Estate Bank of Morocco); loans to Moroccans of modest means by the Caisses Régionales Marocaines d'Epargne et de Crédit (Moroccan Regional Savings and Credit Banks); intervention by the Franco-Moroccan Real Estate Company, which was a mixed company, part of whose capital was held by the State; advances by the Treasury to municipalities; construction of houses under State supervision for Moroccan and French officials and methods of indirect financing consisting mainly of refunds of interest and tax exemptions. In addition to the public authorities the large mining undertakings in Morocco were also active. As certain mining and industrial undertakings in Morocco developed so genuine modern cities sprang up, thus stressing the close connexion between the country's economic and social life.

Tunisia had had the same demographic and economic problem as Morocco, which had been greatly aggravated, however, by the damage caused by the war. Two methods had been used to ease the housing crisis: first, war damage had been repaired as rapidly as possible; secondly, the public authorities had taken steps to stem the flow of the rural population to the towns. The public authorities had concentrated on repairing war damage immediately after the Liberation. Over a quarter of the houses destroyed or damaged by the war had already been restored and the work in hand gave every hope that by 1954 half the war damage would be repaired. Forty thousand million francs had been set aside in 1945 for the repair of war damage in Tunisia and it should be noted, in that connexion, that France bore 80 per cent of the cost of restoration.

Action by the public authorities varied according to the standards of living of the persons concerned.

He would not say anything more on how the housing problem had been dealt with in French overseas territories, but he wished to point out that the French Administration had spent considerable sums thereon. In French Equatorial Africa

/1,400 million

1,400 million metropolitan francs, plus 170 million francs in loans granted by the Crédit de l'Afrique Equatoriale Française, had been spent on housing. In French West Africa, 603 million francs had been spent in the form of direct financing. At Madagascar, almost 200,000 million francs had been set aside for town-planning and housing. Large economic mixed societies, under State control, were dealing with town-planning problems. In Morocco, State aid had risen from approximately 2,000 million francs in 1951 to 7,350 million francs in 1952. Furthermore, over 3,000 million francs had been granted to the Ex-Servicemen's Association, the municipalities and the Caisse Centrale de Crédit (the Central Credit Bank). In 1952 the State would have spent on housing in Morocco a total of 10,000 million francs in direct and indirect aid. The Tunisian budget for the financial year 1951-1952 provided for the expenditure of 4,890 million francs on the restoration of houses damaged by war, the construction of administrative buildings and housing.

Lastly, French overseas territories had shown their interest in the housing problem by creating local housing services. The Department of Overseas Social Affairs, which specialized in housing, and the Department of Public Works of the Ministry for France Beyond the Seas were respectively dealing with the social and technical aspects of that problem.

Furthermore, France was anxious to gain experience through international contacts. It had recently submitted to the Economic and Social Council a complete report on the housing situation in Tropical Africa. It was also going to compare with other countries with similar responsibilities, its views and achievements in the matter of housing in Africa at the forthcoming conference to be held in November next at Pretoria under the aegis of the Commission on Technical Co-operation in Africa.

Mr. SHIVA RAO (India) wished to add a few words to the Brazilian representative's observations on the documents prepared by the Secretariat (A/AC.35/L.105) and by the International Labour Organisation (A/AC.35/L.108). As the Brazilian representative had rightly pointed out, the way in which the

/statistics

statistics on wages mentioned in paragraph 15 of document A/AC.35/L.105 had been calculated did not make it possible to gain a clear idea of the situation. Moreover workers' wages could be evaluated only in the light of cost-of-living indices. But paragraph 16 of document A/AC.35/L.105 stated that in some regions, as for example in Africa, cost-of-living indices were calculated only for Europeans or for certain urban centres in the territories. It would also be very useful to know whether any minimum wage was applied in those regions.

The representative of the ILO had said that that Organisation's Governing Body had decided to include in the ILO's programme a comprehensive study of wages in Non-Self-Governing Territories. It was to be hoped that when that study was undertaken, particular attention would be paid to the problem of debt, with which India was unfortunately only too familiar. It would be useful to know, for example, what rate of interest was charged on loans to indigenous workers, and whether there was any relation between debt and the method of remuneration of workers. It would also be interesting to know whether loans were granted by the employers or, as in certain factories in India, by "foremen-moneylenders", or by more highly-paid fellow-workers who took advantage of the traffic.

The Brazilian representative had stressed the progress made by trade unions in certain Non-Self-Governing Territories and had rightly praised the assistance given by the British Trade Union Congress in that connexion in the British territories. However, the importance of trade unions should not be judged solely by the size of their membership. Their activities, particularly the part they played in joint councils, in the settlement of disputes between employers and employees, and in the drafting of collective contracts, and their campaign to promote profit-sharing and joint-ownership of enterprises by workers were of the utmost importance.

The report submitted to the Committee by the International Labour Office (A/AC.35/L.106) was of undoubted interest, and the ILO was to be congratulated on the manner in which it had presented the facts and on the conclusions it had drawn from them. At previous sessions of the Committee and at the beginning of the present session, the representative of India had pointed out the fundamental
/importance

importance of workers' housing in the improvement of social conditions. India was well acquainted with the problem, for it had had to cope with it at the time of the population movement which had followed the partition of India, as a result of which six to seven million people had arrived in India from Pakistan within the space of one year. In order to meet that situation, the Government of India had had to initiate a vast programme of housing construction, which had been hampered by the shortage of building materials. The ILO report stressed that very serious aspect of the housing problem in non-metropolitan territories, and rightly pointed out, in paragraph 33, that the use of local materials could do a great deal to solve some of the problems connected with the construction of workers' dwellings in non-metropolitan territories. It was to be hoped that the Administering Powers would be guided by that suggestion in their efforts to solve the problem of workers' housing in their territories. Decent housing for urban workers was, after all, an important factor in ensuring the social development of the people in those territories, because it would make them more conscious of that development.

Rural workers likewise took a different view of life when, thanks to town planning, they witnessed the construction of modern villages with wide streets and modern health services. He referred to a number of built-up areas which had been created near New Delhi in order to provide housing for refugees from Pakistan. The refugees themselves had constructed those centres under a co-operative system.

The representative of France had referred to the experiment with prefabricated houses which had been carried out in certain territories administered by his country. Similar experiments had not been very successful in India, but it was nevertheless beyond dispute that prefabricated housing was the only means of rapidly eliminating slums - a necessity felt in various Non-Self-Governing Territories as well as in India.

India had had some experience with the furnishing of housing for employees by the employer. That arrangement, however, had certain disadvantages; it inevitably implied some restriction on the freedom of movement of the workers, who were liable to find themselves in a very difficult situation in the event of a strike or a serious labour dispute. That was an unfavourable psychological factor.

/In short,

In short, workers' housing was a problem of considerable importance in under-developed areas, especially in Non-Self-Governing Territories. Research on locally available building materials and the establishment of co-operative systems could greatly facilitate a solution. The Government of India was giving extensive encouragement to the use of co-operative organizations, and the Prime Minister of India had accordingly established a special housing section in the Ministry of Public Works. It would be of interest to know to what extent the Administering Powers encouraged the establishment of co-operative undertakings and pooled the results of their research on locally available materials.

Mr. CHINN (United Kingdom), in reply to the representative of Brazil, said that during the past twenty years the United Kingdom had given special attention to the development of trade union movements in all the Non-Self-Governing Territories under its administration. The Colonial Development and Welfare Act contained special provisions designed to encourage trade unionism. That was followed up by the recommendation to all territories in 1941 of a draft model ordinance providing protection for trade unions established in Non-Self-Governing Territories. At the present time, there were only three territories where no trade unions existed. Conditions made it unlikely that a need for such unions would develop in the near future. The legislation on trade unions provided for the compulsory registration of labour organizations in order to ensure that they should conform to reasonable standards, and to protect them against mismanagement. In recent years, there had been a considerable increase in the number of trade union organizations throughout the Non-Self-Governing Territories administered by the United Kingdom. In 1932 there had been only three such organizations; by 1942 there were 228, with a total membership of 83,000; and by 1952, their number had risen to 1,300 with a total membership of 850,000.

The representative of Brazil had also referred to the various levels of development attained by the trade unions in Non-Self-Governing Territories. The state of development of those trade unions depended upon the level of progress of the population concerned.

/In Jamaica

In Jamaica, there were fifteen trade unions with a membership of 90,056 workers out of a total working population of 567,000. In Antigua, one of the Leeward Islands, all the wage earners, who represented 16,000 persons out of a total population of 45,000, were members of one trade union. In Kenya, there were seventeen labour organizations with a membership of 20,811 wage-earners out of a total working population of 468,000; in the Gold Coast, 25,892 out of 215,000 workers were members of trade unions, of which there were 72 (those figures did not include seventeen labour organizations the membership of which was not known). In Malaya there were 110 trade unions with a membership of 121,626 workers.

The fluctuations in the number of trade unions and trade-union members, to which reference had been made, were due to purely local causes, such as the failure of a strike, the loyalty of certain groups of union members to a particular leader, changes in the leadership of the union, or the greater or lesser popularity of a particular leader.

As a means of guidance to recently established trade unions, and to facilitate the education of their members in trade-union matters, the United Kingdom Government had decided to appoint trade-unionists from Great Britain to administrative posts in the Non-Self-Governing Territories. Twenty-two such persons had been appointed, in fourteen territories, and four of them had become directors of labour services. The Government had also organized local and regional courses, in the West Indies and Malaya and at Singapore, and had instituted scholarships for study in Great Britain. In addition, the British Trade Union Congress had always interested itself in the development of labour organizations in the Non-Self-Governing Territories of the United Kingdom, and had supplied such organizations with advice and funds.

The development of trade-union organizations in the Non-Self-Governing Territories of the United Kingdom had thus been steadily encouraged. Although it was true that the size of a trade union's membership was not sufficient evidence that it was active, the progress already made in the Non-Self-Governing Territories of the United Kingdom was great enough to show that trade-union activity had had good results. Arbitration machinery existed in Nigeria and other territories, and collective agreements had enabled workers to obtain better working conditions in most of the Non-Self-Governing Territories administered by the United Kingdom.

/Mr. GAVIN

Mr. GAVIN (International Labour Organisation) thanked the members of the Committee for their kind observations on the documents submitted by his organization. Replying to a suggestion made by the representative of India, he said that the ILO would certainly bear in mind the question of workers' indebtedness in the course of its review of labour problems. The ILO had, in any event, always given attention to that question, which was dealt with in article 16 of the 1947 Convention concerning Social Policy in Non-Metropolitan Territories. That article provided in particular that amounts advanced to a worker to induce him to accept employment should be limited and clearly specified. It further provided that advances in excess of the amount laid down would be legally irrecoverable and could not be recovered by the withholding of amounts of pay due to the worker at a later date.

Referring in particular to migrant labour, he drew the Committee's attention to the recommendations which the ILO Committee of Experts had made concerning protection of wages (A/AC.35/L.107, page 24, Article V (9)).

Mr. DAVIN (New Zealand) replying to the Indian representative, said that the Cook Islands Industrial Union Regulations 1947 provided machinery for the registration of industrial unions of workers and for the settlement of industrial disputes. An industrial union of workers had been registered which covered all classes of workers. During 1950 agreements between the union and all major employers had been negotiated by conciliation committees, presided over by an Industrial Relations Officer appointed under the Regulations. The agreements had been re-negotiated in 1951 and provided for an increase in the cost of living. In the case of waterside workers, unanimous agreement on wage rates could not be reached and a determination had been made by the Industrial Relations Officer. All parties had subsequently appealed against that determination and at the close of the year arrangements had been in train for an experienced industrial magistrate to visit Rarotonga to hear the appeals. Union membership was not compulsory but the two largest employers gave preference to unionists under the terms of their agreements. The union was affiliated to the New Zealand Federation of Labour. In general, relations between employers and employed were excellent and there had been no strikes during the year ended 31 March 1952. If any dispute or difficulty arose between the union and the employer, the dispute was first the subject of negotiation between the union and the employer. If no satisfactory settlement was effected, the matter would have

/been referred

been referred to the Industrial Relations Officer.

Mr. RYCKMANS (Belgium) explained to the Indian representative that there were no cases of indebtedness amongst the indigenous workers of the Belgian Congo: indebtedness on the part of the indigenous inhabitants was not possible, as the courts disclaimed competence in cases of debts contracted by indigenous with non-indigenous inhabitants. Moreover, the canteens set up by the employers could only charge cost prices, so that it was impossible for employers to make profits out of sales in canteens.

Answers to the questions raised by the Brazilian and Indian representatives were to be found in the information transmitted by the Government of Belgium (A/2329, page 24). With regard to the development of trade unions in the Belgian Congo, the reason why the Belgian Government had not appointed representatives of Belgian labour organizations to administrative posts was that the Belgian trade unions themselves, of their own volition and at their own expense, had sent representatives to organize and guide the trade unions in the Congo.

Mr. CARGO (United States of America) said that the information transmitted by the United States Government contained many facts on trade-unionism and labour legislation in the Non-Self-Governing Territories administered by the United States. However, Mr. Mason Barr of the United States delegation, who was an expert on questions concerning the Non-Self-Governing Territories under United States administration, was prepared to make a statement on the subject.

At the invitation of the Chairman, Mr. Mason Barr took a seat at the Committee table.

Mr. BARR (United States of America) said that trade-unionism was in general well-advanced in the Non-Self-Governing Territories administered by the United States, particularly in Puerto Rico and Hawaii, where half the industrial and agricultural wage-earners were trade-union members. Collective contracts were the current practice in all of the territories. In some territories the trade union organizations were of a more rudimentary nature than in Hawaii or Puerto Rico. However, federal wage legislation applied to all workers in Non-Self-Governing Territories who were employed in the production of articles for export; workers employed in the production of articles for local consumption were subject to the regulations in force in the territory in question. The level of wages naturally varied from one territory to another, but the workers were protected by general legislation, and a minimum wage was laid down for agricultural workers in Hawaii, Puerto Rico and the Virgin Islands.

(g) METHODS OF ASCERTAINING, AND INFORMATION ON, STANDARDS OF LIVING
(A/AC.35/L.91, A/AC.35/L.91/Add.1, A/2129/Add.1)

Mr. BENSON (Secretariat) said that at its previous session, the Committee had recognized the need for special attention to the question of standards of living in Non-Self-Governing Territories. Accordingly, the Secretariat had prepared a special document on the question (A/AC.35/L.91), which called for some explanatory remarks. The document, though very complex, was limited in that neither the social aspects of standards of living nor development programmes had been dealt with, where those subjects had already been studied in other documents. Part I dealt with national income and internal income distribution; in that connexion the Committee's attention should be drawn to the fact that in table IV (on page 11) the per capita national income was expressed in constant prices. Part II dealt with family budgets and consumption levels. Not all the available information had been included, but it was clear from the data set forth that the studies that had been carried out in that field were incomplete. While per capita income did not provide an adequate index of the standard of living in a particular territory, it had been found that increases in exports or in the manufacture of certain articles, such as cotton goods, corresponded to changes in standards of living. The Secretariat document also dealt with certain governmental policies relating to inflation, devaluation, etc. The suggestions and conclusions set forth in the document were, of course, subject to such corrections and observations as members of the Committee might see fit to make.

Mr. Benson added that the preparation of the document had required much research, which had been done before some of the supplementary information sent by the Administering Powers had been received. The supplementary information, had later been included in document A/AC.35/L.91/Add.1.

The meeting rose at 5 p.m.

14/10 a.m.