International Labour Conference

FIFTY-SECOND SESSION

GENEVA, 1968

First Item on the Agenda

REPORT

OF THE

DIRECTOR-GENERAL

SUPPLEMENT

of the International Labour Office on the Programme
and Structure of the I.L.O.

INTERNATIONAL LABOUR OFFICE

GENEVA, 1968
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The Working Party's report on these two sessions was examined by the Governing Body at its 171st Session (February-March 1968) and, on the basis of that examination, the Governing Body took the following decisions:

(a) it approved the conclusions contained in the report subject to the comments and reservations made in the course of the discussion;

(b) it decided to communicate the report as the Fifth Report of the Working Party to the International Labour Conference at its forthcoming (52nd) Session for discussion in connection with the Report of the Director-General (Part 2);

(c) it instructed the Director-General to make available to the Conference, as an appendix to the Fifth Report of the Working Party, a summary of communications received from governments and employers' and workers' organisations in respect of the proposals concerning the role, composition and procedures of the Governing Body and its committees;

(d) it decided to add to the agenda of the 53rd (1969) Session of the Conference an item entitled "General review of the reports of the Working Party on Programme and Structure of the I.L.O. submitted to the Conference by the Governing Body ", it being understood that the Conference would set up a special committee to examine the above-mentioned item, which would formulate its conclusions in a report to be submitted to the Conference.

In addition, the Governing Body approved the recommendations concerning the organisation of its own work as contained in paragraphs 51 to 95 of the Working Party's report.

The Fifth Report of the Working Party on the Programme and Structure of the I.L.O. is accordingly reproduced below, followed by a record of the debate on it in the Governing Body. A summary of
communications received from governments and employers' and workers' organisations on the proposals concerning the role, composition and procedures of the Governing Body and its committees is given in the Appendix, in accordance with the Governing Body's decision.
FIFTH REPORT OF THE WORKING PARTY ON THE PROGRAMME AND STRUCTURE OF THE I.L.O.

I. INTRODUCTION


2. Both sessions were held under the chairmanship of Mr. Ago (Italy), Chairman of the Governing Body, assisted by Mr. Bergenström and Lord Collison, spokesmen for the Employer and Worker members respectively. At the Seventh Session the Working Party was composed as follows:

**Government members**:  
*Colombia*: Mr. López Guevara.  
*France*: Mr. Parodi.  
*India*: Mr. Mishra.  
*U.S.S.R.*: Mr. Borisov.  
*United Arab Republic*: Mr. Fahim.  
*United Kingdom*: Mr. Morgan.  
*United States*: Mr. Lawyer.  
*Yugoslavia*: Mr. Tabor.

**Employer members**:  
Mr. Bastid (substitute for Mr. Georget).  
Mr. Bergenström.  
Mr. Fennema (substitute for Mr. Erdmann).  
Mr. Ghayour (substitute for Mr. Wajid Ali).  
Mr. Gilbert (personal substitute for Mr. Neilan).  
Mr. Waline.  
Mr. Yllanes Ramos.

**Worker members**:  
Mr. Abid Ali.  
Mr. Bolin.  
Lord Collison.  
Mr. De Bock.
Mr. ben Ezzeddine.
Mr. Faupl.
Mr. Möri.

At the Eighth Session the Working Party was composed as follows:

**Government members:**
- Colombia: Mr. López Guevara.
- France: Mr. Parodi.
- India: Mr. Krishnan.
- U.S.S.R.: Mr. Borisov.
- United Arab Republic: Mr. Abualam.
- United Kingdom: Mr. Morgan.
- United States: Mr. Lawyer.
- Yugoslavia: Mr. Tabor.

**Employer members:**
- Mr. Bastid (substitute for Mr. Georget).
- Mr. Bergenström.
- Mr. Fennema (substitute for Mr. Erdmann).
- Mr. Miller (substitute for Mr. Yllanes Ramos).
- Mr. Neilan.
- Mr. Wajid Ali.
- Mr. Waline.

**Worker members:**
- Mr. Abid Ali.
- Mr. Bolin.
- Lord Collison.
- Mr. De Bock.
- Mr. ben Ezzeddine.
- Mr. Faupl.
- Mr. Möri.

3. The Working Party had before it the comments and suggestions made by governments and by employers' and workers' organisations on the proposals concerning the role, composition and procedures of the Governing Body and its committees made by the Director-General in his reports to the Conference at its 47th (1963) Session and at its 48th (1964) Session and by delegates at those sessions, as well as on the proposals contained in the replies received from member States.

4. At its Seventh Session the Working Party had an initial exchange of views on these proposals and suggestions and made some progress towards the reconciliation of divergent views. At its Eighth Session it
agreed to submit to the Governing Body the present report and conclusions concerning these proposals and suggestions.

5. The present report reviews in turn four questions, namely the composition of the Governing Body; the relationship between the Governing Body and the Conference; the organisation of the work of the Governing Body; and committees of technical experts and advisory panels established by the Governing Body.

6. The report also makes a recommendation concerning the manner in which the full series of reports by the Working Party should be further reviewed by the Conference.

II. COMPOSITION OF THE GOVERNING BODY

7. The Constitution of the Organisation provides that "the Governing Body shall consist of forty-eight persons, twenty-four representing governments, twelve representing the employers, and twelve representing the workers" (article 7 (1)); it further provides that "of the twenty-four persons representing governments, ten shall be appointed by the Members of chief industrial importance, and fourteen shall be appointed by the Members selected for that purpose by the Government delegates to the Conference, excluding the delegates of the ten Members mentioned above" (article 7 (2)) and that "the persons representing the employers and the persons representing the workers shall be elected respectively by the Employers' delegates and the Workers' delegates to the Conference" (article 7 (4)). Election is for a three-year period (article 7 (5)); the list of Members of chief industrial importance is reviewed from time to time (article 7 (3)). There are also deputy members of the Governing Body elected in accordance with the Standing Orders of the Conference (articles 49 and 50) and having the privileges defined by the Standing Orders of the Governing Body (article 3). There is no constitutional provision determining the number or defining the privileges of deputy members.

8. These provisions give expression in respect of the composition of the Governing Body to the tripartite principle on which the Constitution of the I.L.O. is founded.

9. There is wide agreement in the Working Party concerning two broad principles which should be kept in mind in the application of these provisions.

10. The first is that in the International Labour Organisation the Governing Body, the relationship of which to the Conference is dis-
cussed in paragraphs 49 and 50 below, plays, and must continue to play, a key role in co-ordinating the activities of the Organisation into an over-all programme which can be fulfilled within the limits of the financial resources available and modified rapidly when necessary to take account of changing needs or priorities.

11. The second is that the Governing Body can command the general confidence necessary for the effective discharge of its responsibilities only to the extent that it is representative of the Organisation as a whole.

12. The question at issue is whether the Governing Body is at present sufficiently representative for this purpose.

13. The question takes different forms in the case of the Government group (paragraphs 14 to 25 below) and in that of the Employers' and Workers' groups (paragraphs 26 to 45 below). The Working Party has therefore examined these cases separately.

**Government Seats**

14. There are 24 regular government seats and ten deputy government seats, making a total of 34 seats.

15. There are also three regional advisory committees through which 12 further governments from Africa, seven further governments from the Americas, and four further governments from Asia are at present associated with the work of the Governing Body relating to their respective regions.

16. The simultaneous participation of 34 governments in the Governing Body and of 57 governments in the Governing Body and its regional advisory committees represents a substantial proportion of the total membership of the Organisation of 117 Members. It follows of course from the rotation in the elective seats that the degree of participation over a period of time is substantially wider. Fifty-nine States have now been designated for one or more terms as regular members of the Governing Body and 35 States for one or more terms as deputy members of the Governing Body; of these, 13 have not so far been regular members, giving 72 States which have been designated for one or more terms as regular or deputy members.

17. The pattern of government membership in the Governing Body has changed considerably over the years. In 1919 nine of the 12 governments represented were European; by 1945 there were 16 places, with
six European, six American and three Asian States and one Middle Eastern State; there are now 24 places, with four West European, three East European, two North American, four Latin American, five Asian and five African States and one Middle Eastern State. There has been the same trend in the pattern of deputy membership. When deputy members were first elected by the government electoral college, three West European, two Latin American and three Asian governments were elected; today there is one West European State, one East European State, and three Latin American, two Asian and three African States.

18. In the light of the changes which have occurred in recent years there is general agreement that the Government group of the Governing Body is now broadly representative of virtually all parts of the world. The exact proportions of representation from different regions may be open to debate and will no doubt continue to vary with circumstances from time to time, but subject to the following paragraph the present distribution of seats by regions is widely regarded as reasonably equitable.

19. It was noted that neither any northern, western, or southern European State (of which there are, excluding the Members of chief industrial importance, 15), nor Switzerland nor Austria, making in all 17 States, has been elected to a regular seat at either of the last two elections, and only one such State has been elected at each of these elections to a deputy seat.

Members of Chief Industrial Importance

20. Different views have been expressed concerning the desirability of retaining the distinction between the Members of chief industrial importance and the Members holding elective governmental seats.

21. The Members of chief industrial importance, in addition to contributing 67.81 per cent. of the budget on the basis of the present scale of allocations¹, have an estimated population of 2,029 million, or 58.8 per cent. of the estimated population of the world of 3,450 million; estimates of the labour force are even more conjectural, but the Members of chief industrial importance may be estimated to have a labour force of 921 million or 63.3 per cent. of the labour force of the world, which is estimated to be 1,456 million.

¹ On the basis of the United Nations scale the figure would be 76.04 per cent.
22. On one view these considerations are a weighty case for leaving unchanged the present system of representation; the practical effect of the present system is that, whereas in the Conference every Member of the Organisation, irrespective of its population, industry, economic development or contribution to the resources of the Organisation, has an equal vote, there is in the Governing Body a reasonable equilibrium between the ten seats held by Members of chief industrial importance and the 14 governmental seats which are elective; such an equilibrium is in the interest of the whole membership of the Organisation.

23. On another view these considerations are not decisive; all seats upon the Governing Body should be elective; the criterion of industrial importance is not an important one and all States should be treated as equals internationally in the same manner in which all citizens are treated as equals within the State; this would give a more democratic and representative Governing Body.

24. On a third view there is a balance of advantage in retaining the representation in the Governing Body of Members of chief industrial importance, but there should be at least one Member of chief industrial importance from each part of the world; to this, others reply that the necessary equilibrium between regions should be secured by taking into account the total number of seats assigned to each region rather than whether any of those seats allocated to the region are held by Members of chief industrial importance or all are elective; a reasonable equilibrium between regions has now been reached and the question whether Members of chief industrial importance should continue to hold seats without election is primarily one of convenience within the regions where such Members exist, rather than one of equilibrium between different parts of the world.

25. The Working Party does not consider it necessary to express any final view concerning these differences of opinion. The distinction between the seats attributed to the Members of chief industrial importance and the elective seats is established by the Constitution; it could be eliminated or modified only by an amendment of the Constitution; the adoption of any amendment to the Constitution requires a wide consensus of view in the Conference and among governments to which the amendment is submitted for ratification. The majority of the Working Party consider it clear that no such consensus at present exists concerning this matter; they therefore recommend that the present situation should remain unchanged and are satisfied that leaving it unchanged does not prejudice or affect the equitable representation in the
Government group of the Governing Body in reasonable (and, by and large, agreed) proportions of all parts of the world.

Employer and Worker Seats

26. The Employer and Worker members unanimously consider that they represent employers and labour throughout the Organisation. They are chosen in a personal capacity by their respective electoral colleges representing the Employer and Worker members of the Conference and are therefore primarily responsible to the whole of their respective groups. There is broad agreement in the Working Party that this has always been and should remain the position.

27. The Working Party recognises that it is for each group to choose for itself, by means of the electoral procedure laid down in the Constitution, the Employer and Worker members of the Governing Body. At the same time, it recognises that the fundamental principle enunciated in paragraph 26 makes it particularly important that consideration should continue to be given to achieving a composition representative of all parts of the world.

28. The membership of the Employers' and Workers' groups of the Governing Body has changed in recent years.

29. In the Employers' group, the regular membership now consists of nationals of the following countries: France, the Federal Republic of Germany, India, Lebanon, Niger, Nigeria, Pakistan, Sweden, Uruguay, Venezuela, the United Kingdom and the United States; the deputy members include nationals of the following countries: Brazil, Canada, Ghana, Iran, Italy, the Malagasy Republic, Mexico, the Netherlands, Tunisia and Zambia.

30. No Employer from an East European country has served on the Governing Body in any capacity since 1954.

31. In the Workers' group, the regular membership now consists of nationals of the following countries: Australia, Canada, the Federal Republic of Germany, India, Japan, Nigeria, Sweden, Switzerland, Tunisia, the U.S.S.R., the United Kingdom and the United States; the deputy members include nationals of the following countries: Belgium, Colombia, Israel, Italy, Lebanon, Libya, Mauritania, Mexico, the Philippines and Venezuela.

32. There has been continued debate for a number of years concerning the extent to which this pattern of representation is satisfactory and the desirability of changing it.
33. Various suggestions have been made for changes in the existing election arrangements which would involve the amendment of the Constitution or which, in the opinion of those making them, could be made effective by changes in the Standing Orders or the practice of the groups.

34. One suggestion was that within the two groups the members of the Governing Body from each part of the world should be chosen by the members of the electoral college from that part of the world; this might be done in various ways; there might be separate votes for an agreed number of seats for the members from each part of the world in which only the members of the electoral college from that part of the world would take part; alternatively, all of the members might be elected by the electoral college as a whole on the basis of an agreed allocation of seats to the different parts of the world and nominations for the seats for each part of the world from the members of the electoral college from that part of the world.

35. Another suggestion was that, without assigning seats to parts of the world in this manner, provision should be made to hold the elections in stages, with reasonable intervals between the successive stages, with a view to affording an opportunity of considering at successive stages before the election becomes complete whether the probable outcome can be regarded as reasonably balanced and satisfactory.

36. Another suggestion was that any ten members of the electoral college, none of whom has been elected as a regular member of the Governing Body, should be entitled as of right to designate one of their number as a deputy member and that the number of places filled in this manner should be subtracted from the number of places of deputy member to be filled by election in the normal manner.

37. These three suggestions were not considered acceptable to the Employer and Worker members of the Working Party, who considered that they were inconsistent with the freedom of the Employers' and Workers' electoral colleges to elect in their own way representatives in whom the group as a whole has confidence.

38. The Worker members of the Working Party defined their position in the following terms.

39. The Workers' group recognises the importance of a broad representation of all parts of the world in the membership of the Governing Body by means of the democratic procedure already established.
40. The Workers' group considers that every Worker member of the Governing Body represents the workers all over the world, wherever they come from; every member of the group must therefore enjoy the confidence of the group as a whole.

41. For this reason the Workers' group cannot agree to detailed methods of representation being further defined in the Constitution or the Standing Orders since this would be inconsistent with the autonomy of the groups. It therefore insists that the matter should continue to be settled by the electoral procedure as laid down in the Constitution.

42. The Employer members of the Working Party defined their position in the following terms.

43. The Employers' group considers that every Employer member of the Governing Body represents the employers all over the world, wherever they come from; every member of the group must therefore enjoy the confidence of the group as a whole.

44. The Employer members of the Working Party have been engaged in discussions with the Employers' delegates to the Conference from East European countries concerning questions relating to their participation in the work of the Organisation. In the course of these discussions, which will be pursued, the question is being examined as to the extent to which all the members of the Employers' group, as employers, are in a similar position and have common interests in their respective countries.¹

45. In these circumstances the Working Party confines itself to expressing its satisfaction at the fact that discussions have taken place and at the first results which they seem to have produced. The Working Party hopes that the continuation of these discussions will lead to a satisfactory outcome.

_Deputy Seats_

46. The Employer and Worker members of the Working Party have proposed that the number of Employer and Worker deputy members of the Governing Body should be increased from ten to 12. Such an increase would not involve an amendment to the Constitution; all that is necessary for the purpose is to amend the Standing Orders of the Conference and to increase the budgetary credit provided for the attendance

¹ Two Employer members of the Working Party expressed their reservations on paragraph 44 as, in their view, the criteria determining the employers' position and interests in their respective countries should have been more fully expressed.
of deputy members at meetings of the Governing Body. Some Government members indicated that, in the event of the adoption of the proposal, there should be a similar increase from ten to 12 in the number of Government deputy members but that their attitude towards the proposal would be determined by the probability of its adoption resulting in a more generally satisfactory and equitable pattern of representation. After discussing the matter, the Working Party recommends that the number of deputy members should be increased from ten to 12 for each of the three groups; while recognising that the filling of the new places will be a matter for the electoral colleges and that it is impossible to formulate any conditions in the matter, the majority of the Working Party are influenced in making this recommendation by the strong hope that its adoption will make possible significant progress in the matter of representation.

47. In the event of this proposal being acceptable to the Governing Body, the Working Party recommends that the necessary amendment to the Standing Orders of the Conference should be submitted for approval to the 1968 session of the Conference, that the necessary budgetary provision should be made forthwith, and that elections to the new seats as deputy members should be held in the course of the 1969 session of the Conference.

_Election of the Chairman of the Governing Body and the Chairmen of Governing Body Committees_

48. It is convenient to discuss in connection with the composition of the Governing Body the question, which was also raised in the Working Party, of an equitable geographical rotation in the election of the Chairman of the Governing Body and an equitable geographical distribution of the chairmanships of Governing Body committees. While emphasising that the election of the Chairman of the Governing Body is the prerogative of the Governing Body, exercised on the basis of the confidence of the whole Governing Body in the personal qualification of the person to be elected, and that the same general principle is applicable to the election of the chairmen of committees, the Working Party considers that the principles formulated in its report of 22 February 1967 with reference to the election of the President of the Conference and of the chairmen of Conference committees are no less applicable to the election of the Chairman of the Governing Body and of chairmen of Governing Body committees. The relevant paragraph of the above-mentioned report of the Working Party reads as follows:

12. The Working Party agrees that the principle of an equitable geographical rotation in the election of the President of the International
INTERNATIONAL LABOUR CONFERENCE

52nd Session

Geneva, 1968

First Item on the Agenda

REPORT I (PART 2)
(SUPPLEMENT)

Report of the Director-General


CORRIGENDUM

On page 35, the last four lines should read as follows:

"the different regions had been elected; thus the principle of rotation had been observed in elections to the presidency of the Conference. The Governing Body elections in 1966 had also been a step towards fairer geographical distribution."
Labour Conference and of an equitable geographical distribution of the chairmanships and reporterships of Conference committees may be regarded as having been accepted, and recognises the importance of continuing to respect this principle in the future. It considers it essential that the holders of such offices should be fully qualified personally to discharge the duties of the offices to which they are elected and that the practice of prior consultation with all three groups should be maintained. It notes that there is no bar to the election to any such office of any member of any group. Being convinced that these principles and understandings will continue to be applied in a spirit of good will and good sense, the Working Party does not consider it necessary to propose any formal rules for this purpose.

III. RELATIONSHIP BETWEEN THE GOVERNING BODY AND THE CONFERENCE

49. When reporting on the role, composition and procedures of the General Conference and its committees, the Working Party examined the relationship between the Governing Body and the Conference from the angle of the Conference. While recording a continuing substantial divergence of view on the subject, it made certain agreed recommendations, which are set forth in paragraphs 75 to 79 of its report of 22 February 1967. These paragraphs are as follows:

75. The item regularly placed on the agenda of the International Labour Conference under the title "Financial and budgetary questions" should in future be placed on the agenda under the title "Programme and budget proposals and other financial questions". An opportunity should be afforded for a debate not exceeding two days on this item before it is referred to the Finance Committee of Government Representatives of the Conference in accordance with the terms of the Constitution.

76. The opportunity thus afforded to the Conference to discuss more fully the programme of the Organisation should include an opportunity to discuss the agenda of the session of the Conference itself to be held two years later. The period of two years is chosen in the light of the present procedure and timetable for the determination of the agenda of sessions of the International Labour Conference and the time necessary for the proper preparation of items on which the Conference may adopt Conventions or Recommendations. Within the framework of the programme and budget proposals item of the agenda, the Conference should be informed each year of the items for the agenda of its session two years following which have been selected by the Governing Body for the preparation of law and practice reports. Any discussion in this connection in the Conference should be taken into consideration by the Governing Body when finally determining the agenda of the Conference session in the following autumn; if the submission to the autumn session of the Governing Body of a law and practice report on a matter not already selected may be necessary for this purpose, the Governing Body should consider at its sitting immediately following the Conference the desirability of requesting such a report.
77. The Conference should continue to be furnished at each session with a statement on the action taken by the Governing Body on resolutions adopted by the Conference during the five preceding years. The Selection Committee should, if so requested by any substantial number of delegates, afford an opportunity for the discussion of this statement at the Conference either in the Resolutions Committee or in plenary sitting.

78. The Conference should be informed of changes made in the Staff Regulations of the International Labour Office.

79. The Conference should formally be notified by the Chairman of the Governing Body of the election of the Director-General.

50. The Working Party attaches importance to all of these recommendations being put into full operation as from the beginning of the 1968 session of the Conference. On this understanding, while noting that the divergence of view recorded in its previous report continues to exist, the Working Party makes no further proposal on this subject. It is unanimous in the view that full mutual confidence and close cooperation between the Conference and the Governing Body are of vital importance for the efficient and economical discharge of the responsibilities of the International Labour Organisation in the interest of all its Members.

IV. ORGANISATION OF THE WORK OF THE GOVERNING BODY

51. The problem of the organisation of the work of the Governing Body arises primarily from the continuous increase in the number and complexity of the questions coming before the Governing Body for decision as the direct result of the growth in the membership, responsibilities and activities of the Organisation. The normal duration of the meetings of the Governing Body itself (including the preliminary group meetings) has remained stable at one week for the November and February-March sessions and three days before and one after the Conference for the summer sessions, but this has only been made possible by a continuing increase in the number of Governing Body committees and working parties and in the duration of their meetings. The result has been that, while the pattern of meetings of the Governing Body itself has remained relatively stable, the total cycle of meetings connected with each session of the Governing Body has been tending to reach a duration of as much as four weeks for the November and February-March sessions of the Governing Body and a full two weeks for the pre-Conference session. Members of the Governing Body with heavy responsibilities in their own countries have been finding it increasingly difficult to spend in Geneva each year a period which (including the Conference but excluding any meetings of Industrial Committees or
other meetings of a special character) has been tending to average rather more than three months. One result of this has been increasing difficulty in manning the Governing Body committees.

52. The Working Party considers this a crucial problem for the whole future of the International Labour Organisation. The maintenance of a high level of representation in the Governing Body is vital for the responsible discharge of the functions of the Governing Body and the effectiveness of the influence of the I.L.O. in the world. The level of representation will inevitably fall to an extent which could rapidly become disastrous to the authority and influence of the Organisation if measures are not taken promptly so to organise the work of the Governing Body that members whose value and influence as members of the Governing Body are derived from the heavy responsibilities which they bear in their own countries remain able to play continuously an active and decisive part in its work. Measures effective for this purpose will inevitably involve some substantial change in existing methods and habits of work and in the distribution of responsibilities among members of the Governing Body as at present agreed among them within each group, but there is no ground for supposing that the necessary adjustments cannot be agreed within each group if a reasonable plan is adopted and any necessary provision made for transitional measures in the early stages of bringing it into operation.

53. In the light of these considerations, the Working Party makes the following recommendations concerning the duration and dates of the meetings of the Governing Body and its committees, future arrangements for the meetings of Governing Body committees, the terms of reference of the committees of the Governing Body and the relationship of these committees to the Governing Body, and a number of miscellaneous matters having a bearing on the expeditious despatch of business in the Governing Body itself, including the presentation of Governing Body documents, the distribution of Governing Body documents and the order of taking items in the Governing Body.

**Duration and Dates of the Meetings of the Governing Body and Its Committees**

54. The total duration of the cycles of meetings held in connection with sessions of the Governing Body should not exceed two weeks at the November session, two weeks at the February-March session for the Governing Body and committees other than the Financial and Administrative Committee and the Allocations Committee with a third week...
for the Financial and Administrative Committee and the Allocations Committee, and one week at the session preceding the Conference (with a further day at the close of the Conference).

55. These sessions should be held, in accordance with the practice which has been adopted so successfully in respect of the Conference for many years, at fixed dates with a minimum of variation of date from year to year.

56. These dates would be calculated as follows:

*November session* (two weeks). The session would normally be held from the Tuesday preceding the third Friday of November to the third Friday of November, with group meetings on the Monday of the same week and committee meetings during the previous week. Thus, the November cycle of meetings would begin at the earliest on 4 November and at the latest on 10 November and would close at the earliest on 15 November and at the latest on 21 November.

*February-March session* (two weeks with a third week for finance only). The session would normally be held from the Tuesday preceding the first Friday of March to the first Friday of March, with group meetings on the Monday of the same week and committee meetings during the two previous weeks. Thus, the February-March cycle of meetings other than the Financial and Administrative Committee and the Allocations Committee would begin at the earliest on 18 February and at the latest on 25 February; the Financial and Administrative Committee and the Allocations Committee would begin at the earliest on 11 February and at the latest on 18 February; the session would close at the earliest on 1 March and at the latest on 7 March.

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*On this basis, the Governing Body sessions would meet on the following dates during the period 1968-80:*

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<td>26 May-31 May</td>
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* First week for Financial and Administrative Committee and Allocations Committee only.
Pre-Conference session (one week). The session would normally be held on the Friday and Saturday preceding the first Wednesday of June, which is the normal opening day of the annual session of the International Labour Conference, with committee and group meetings on Monday to Thursday of the same week. Thus, the pre-Conference cycle of meetings would begin at the earliest on 23 May and at the latest on 29 May and would close at the earliest on 28 May and at the latest on 3 June.

Meetings of Governing Body Committees

57. To maintain this cycle it will be necessary to reduce the number of committees, to reduce the frequency of meetings of certain committees, or to increase the number of meetings of committees held simultaneously. The Working Party has considered all three of these possibilities.

58. The Working Party does not consider it possible to disband any of the existing standing committees of the Governing Body. There are certain committees and working parties, such as the Fiftieth Anniversary Committee, the Working Party on Programme and Structure, the Working Party of the Committee on Industrial Committees, and the Working Party on the Working Capital Fund, which are essentially of a temporary character since they are disbanded when their work is completed. The Working Party considers that great restraint should be shown in the creation of new committees or working parties.

59. It is not, however, necessary that all committees should continue to meet on the occasion of every session of the Governing Body. The importance of a committee should not be measured by the frequency with which it meets. Frequency of meeting should be determined not by the importance of the subject (since in the nature of the case important matters tend to require long-term decisions reached after due reflection), but by the degree of need for taking immediate decisions at frequent intervals. On the basis of this criterion, the Working Party makes the following recommendations.

60. The Committee on Discrimination should meet only once a year during the November cycle of meetings.

61. The Committee on Standing Orders and the Application of Conventions and Recommendations, the International Organisations Committee, and the Committee on Industrial Committees should meet only
twice a year for the despatch of normal business. The Committee on Standing Orders and the Application of Conventions and Recommendations and the International Organisations Committee should hold their normal meetings during the November and February-March cycles; the Committee on Industrial Committees should hold its normal meetings during the November and pre-Conference cycles. Provision would be made for the Committee on Standing Orders and the Application of Conventions and Recommendations to hold an extraordinary meeting of not more than one half day during the pre-Conference cycle when necessary for the examination of urgent matters needing immediate consideration by the Conference; for the International Organisations Committee to hold an extraordinary meeting of not more than one half day during the pre-Conference cycle when necessary for the examination of urgent matters needing immediate consideration by the Conference or about to be considered by the Administrative Committee on Co-ordination, the Economic and Social Council, the General Assembly or some other international meeting; and for the Committee on Industrial Committees to hold such an extraordinary meeting of not more than one half day during the February-March cycle when necessary for the authorisation of action arising out of meetings of Industrial Committees held subsequently to the November session of the Governing Body which cannot without substantial inconvenience be deferred until the pre-Conference session. These arrangements would have the advantage of regularity, simplicity and flexibility. They would systematise the present practice of concentrating the bulk of the work of the committees at the November and February-March cycles of meetings, but lighten the February-March cycle somewhat, and reduce duplication between meetings of the Financial and Administrative Committee and of the Committee on Industrial Committees, by providing for the normal meetings of the Committee on Industrial Committees to be held during the November and pre-Conference cycles. They would require longer-range planning of the work of the committees concerned than has previously been customary, but the programme planning arrangements now in force within the International Labour Office should facilitate this.

62. A decision concerning the frequency of meetings of the Committee on Operational Programmes should be postponed pending reconsideration by that Committee of its terms of reference; a decision whether the Committee should meet once or twice a year would depend on whether, as the outcome of such reconsideration, any new functions are given to the Committee.
63. The Allocations Committee would for the time being continue to meet at each session of the Governing Body, but the frequency of its meetings should be reduced as soon as circumstances allow.

64. There would then remain only two committees which would continue to hold regular meetings on the occasion of each session of the Governing Body, namely the Financial and Administrative Committee and the Committee on Freedom of Association. A meeting of the Financial and Administrative Committee at each session of the Governing Body is clearly indispensable in view of the nature of its responsibilities. A meeting of the Committee on Freedom of Association at each session of the Governing Body is necessary to avoid protracted delays in the consideration of freedom of association cases, a proportion of which will almost always raise acute questions of an urgent character.

65. Arrangements of this nature would make possible a long-term plan of committee meetings which would make unnecessary the discussions and decisions concerning the programme of meetings of the Governing Body and its committees which at present give rise to so much difficulty at the conclusion of each session of the Governing Body.

66. Such a plan presupposes, however, one further element, namely clear understandings, amounting in effect to rules, indicating which committees can, and which cannot, meet simultaneously. Such an understanding must inevitably imply that groups, in designating their representatives on committees, and members of the Governing Body, in accepting committee assignments, must have regard to the approved plan of meetings. The freedom of choice of both groups and members would of course remain absolute in principle, but would be ineffective in practice unless exercised in accordance with the plan. Without this measure of freely accepted mutual discipline, there can be no orderly arrangement of the programme of meetings within reasonable periods of time.

67. Any grouping of committees for the purpose of deciding which can, and which cannot, meet simultaneously inevitably involves some inconvenience, but taking all the relevant factors into consideration the Working Party recommends that the permanent committees of the Governing Body should be divided into the following three groups:

1. The International Organisations Committee (November and February-March with the possibility of a limited extraordinary meeting before the Conference), the Committee on Industrial Committees (November and pre-Conference with the possibility of a limited
extraordinary meeting in February-March), and the Committee on Operational Programmes (November and possibly February-March).

2. Committee on Freedom of Association (every session), Committee on Standing Orders and the Application of Conventions and Recommendations (November and February-March with the possibility of a limited extraordinary meeting before the Conference), and Committee on Discrimination (November only).

3. Financial and Administrative Committee (every session), Allocations Committee (every session for the time being), and Building Subcommittee (as required).

68. Committees in Group 1 would never meet simultaneously.

69. Committees in Group 2 would never meet simultaneously.

70. Any committee in Group 1 could meet simultaneously with any committee in Group 2.

71. Committees in Group 3 would never meet simultaneously.

72. Any committee in Group 3 could meet simultaneously with any committee in Groups 1 or 2, and any committee in Groups 1 or 2 with any committee in Group 3, subject to special arrangements at the February-March cycle during the consideration of the programme and budget by the Financial and Administrative Committee.

73. Any special committees or working parties which might be necessary from time to time would meet before the cycle of normal meetings unless they can be incorporated therein without disruption of that cycle.

74. It would be essential to the success of the plan that meetings of the Boards of the International Institute for Labour Studies and the International Centre for Advanced Technical and Vocational Training, which are not fixed by the Governing Body, should be so arranged as not to disrupt it. They might, for instance, take place immediately before or after a cycle of meetings of the Governing Body and its committees unless they prefer on any particular occasion to meet on a Saturday in the course of such a cycle.

75. Any such plan inevitably involves some sacrifice of the flexibility of the present arrangements, but the Working Party is satisfied that it represents the measure of discipline necessary to enable the Governing Body to discharge its growing responsibilities efficiently and eco-
nomically within the periods of time which members of the Governing Body can reasonably be expected to devote to its service.

76. In the light of all these considerations the Working Party recommends the Governing Body to approve the following standard programme of meetings:

**November Cycle**
(two weeks)

<table>
<thead>
<tr>
<th><strong>First Week</strong></th>
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<tbody>
<tr>
<td><strong>Monday</strong></td>
<td>10 a.m. Committee on Industrial Committees.</td>
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<tr>
<td></td>
<td>3 p.m. Committee on Freedom of Association.</td>
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<td></td>
<td>3 p.m. Committee on Freedom of Association.</td>
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<tr>
<td><strong>Tuesday</strong></td>
<td>10 a.m. Committee on Industrial Committees.</td>
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<tr>
<td></td>
<td>3 p.m. International Organisations Committee.</td>
</tr>
<tr>
<td><strong>Wednesday</strong></td>
<td>10 a.m. Financial and Administrative Committee.</td>
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<td></td>
<td>3 p.m. Financial and Administrative Committee.</td>
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<tr>
<td><strong>Thursday</strong></td>
<td>10 a.m. Committee on Operational Programmes.</td>
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<td></td>
<td>3 p.m. Committee on Operational Programmes.</td>
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<tr>
<td></td>
<td>3 p.m. Committee on Standing Orders and the Application of Conventions and Recommendations.</td>
</tr>
<tr>
<td><strong>Friday</strong></td>
<td>10 a.m. Committee on Operational Programmes.</td>
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<tr>
<td></td>
<td>3 p.m. Committee on Operational Programmes.</td>
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<tr>
<td><strong>Saturday</strong></td>
<td>10 a.m. Committee on Discrimination.</td>
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<td></td>
<td>3 p.m. Committee on Discrimination.</td>
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<thead>
<tr>
<th><strong>Second Week</strong></th>
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<tbody>
<tr>
<td><strong>Monday</strong></td>
<td>10 a.m. Group meetings.</td>
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<tr>
<td></td>
<td>3 p.m. Employers' and Workers' groups.</td>
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<tr>
<td><strong>Tuesday</strong></td>
<td>10 a.m. Governing Body.</td>
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<tr>
<td><strong>to Friday</strong></td>
<td>3 p.m. Governing Body.</td>
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**February-March Cycle**
(three weeks)

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<thead>
<tr>
<th><strong>First Week</strong></th>
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<tbody>
<tr>
<td><strong>Monday</strong></td>
<td>10 a.m. Allocations Committee.</td>
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<td></td>
<td>3 p.m. Financial and Administrative Committee.</td>
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<tr>
<td>Day</td>
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<td>Tuesday</td>
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<td>Friday</td>
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<td>3 p.m.</td>
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<td>Saturday</td>
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**Second Week.**

<table>
<thead>
<tr>
<th>Day</th>
<th>Time</th>
<th>Committee/Meeting</th>
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<tbody>
<tr>
<td>Monday</td>
<td>10 a.m.</td>
<td>Committee on Freedom of Association.</td>
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<td></td>
<td></td>
<td>Building Subcommittee.</td>
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<td></td>
<td></td>
<td>Committee on Operational Programmes (if a decision is taken to have meetings twice a year).</td>
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<td></td>
<td>3 p.m.</td>
<td>Committee on Freedom of Association.</td>
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<td></td>
<td></td>
<td>Allocations Committee.</td>
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<td></td>
<td></td>
<td>Committee on Operational Programmes (if a decision is taken to have meetings twice a year).</td>
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<tr>
<td>Tuesday</td>
<td>10 a.m.</td>
<td>Committee on Operational Programmes (if a decision is taken to have meetings twice a year).</td>
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<td></td>
<td>3 p.m.</td>
<td>Allocations Committee.</td>
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<td></td>
<td></td>
<td>Committee on Industrial Committees (extraordinary meeting for limited business to be held only if necessary).</td>
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<tr>
<td>Wednesday</td>
<td>10 a.m.</td>
<td>Financial and Administrative Committee.</td>
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<td></td>
<td>3 p.m.</td>
<td>Financial and Administrative Committee.</td>
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<td>Thursday</td>
<td>10 a.m.</td>
<td>Financial and Administrative Committee.</td>
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<td></td>
<td>3 p.m.</td>
<td>Financial and Administrative Committee.</td>
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<tr>
<td>Friday</td>
<td>10 a.m.</td>
<td>International Organisations Committee.</td>
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<td></td>
<td></td>
<td>Committee on Standing Orders and the Application of Conventions and Recommendations.</td>
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<td></td>
<td>3 p.m.</td>
<td>International Organisations Committee.</td>
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<td>Saturday</td>
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**Third Week.**

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<thead>
<tr>
<th>Day</th>
<th>Time</th>
<th>Committee/Meeting</th>
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<tbody>
<tr>
<td>Monday</td>
<td>10 a.m.</td>
<td>Group meetings.</td>
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<td></td>
<td>3 p.m.</td>
<td>Employers’ and Workers’ groups.</td>
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<tr>
<td>Tuesday</td>
<td>10 a.m.</td>
<td>Governing Body.</td>
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<td>to</td>
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<tr>
<td>Friday</td>
<td>3 p.m.</td>
<td>Governing Body.</td>
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### Pre-Conference Cycle

(One week)

<table>
<thead>
<tr>
<th>Day</th>
<th>Time</th>
<th>Meetings</th>
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</thead>
<tbody>
<tr>
<td>Monday</td>
<td>3 p.m.</td>
<td>Committee on Standing Orders and the Application of Conventions and Recommendations (extraordinary meeting for limited business to be held only if necessary). Allocations Committee.</td>
</tr>
<tr>
<td>Wednesday</td>
<td>10 a.m.</td>
<td>Financial and Administrative Committee. International Organisations Committee (extraordinary meeting for limited business to be held only if necessary).</td>
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<tr>
<td></td>
<td>3 p.m.</td>
<td>Financial and Administrative Committee.</td>
</tr>
<tr>
<td>Thursday</td>
<td>10 a.m.</td>
<td>Group meetings.</td>
</tr>
<tr>
<td></td>
<td>3 p.m.</td>
<td>Employers' and Workers' groups. Allocations Committee.</td>
</tr>
<tr>
<td>Friday</td>
<td>10 a.m.</td>
<td>Governing Body.</td>
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<td>and Saturday</td>
<td>3 p.m.</td>
<td>Governing Body.</td>
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77. Any committee not completing its work within the time allotted, or needing a further meeting for the adoption of its report, would, unless provision can be made for it within the above framework, have to choose between deferring its business to a later session or meeting in the late afternoon or evening or on Saturday.

78. In the event of the adoption of a biennial budget—a matter on which the Governing Body has taken no decision—it would be necessary to consider what modification of this programme would be required; the necessary modifications would probably be limited to substituting for certain of the meetings of the Financial and Administrative Committee during the February-March cycle of alternate years meetings for the consideration of the long-term programme of the Organisation.

79. As from the approval of this standard programme it would be unnecessary for the Governing Body to consider at each session the arrangements for the following session; only any variations from the standard programme made necessary by wholly exceptional circumstances would need to be submitted for the approval of the Governing Body.
Establishment on an Experimental Basis of a Committee on Technical Meetings

80. The Working Party has given careful consideration to the Director-General's proposal for the establishment of a Governing Body Committee on Technical Meetings. When submitting the proposal to the Governing Body at its 163rd Session the Director-General suggested that the development of the activities of the Organisation and the number of technical meetings each year, the agenda, composition and reports of which are now considered by the Governing Body itself, have made it increasingly difficult for the Governing Body to give adequate consideration to all the items submitted to it. To facilitate the despatch of business the Director-General suggested that the Governing Body should entrust to a committee specially set up for the purpose responsibility for considering in the first instance all questions relating to technical meetings. The functions of the committee would be analogous to those of the Committee on Industrial Committees in respect of matters relating to Industrial Committees and those of the International Organisations Committee in respect of joint meetings with other international intergovernmental organisations. Matters relating to technical meetings would normally, in the absence of any special reason for dealing with them directly in the Governing Body, be referred in the first instance to the Committee on Technical Meetings, which would report to the Governing Body. Matters relating to regional conferences and regional advisory committees would continue to be referred directly to the Governing Body.

81. There was a divergence of opinion in the Working Party concerning the value of this proposal. Some members opposed it on the following grounds: the terms of reference of the proposed committee would be too broad to be manageable; the meetings with which it would have to deal were of such a varied nature that it would be impossible for its members to cover such a wide field; the establishment of a further committee would raise Manning problems; and there would be an acute danger of discussions in the committee being repeated in the Governing Body. Some members suggested that the functions which it was proposed to entrust to the committee might be entrusted to the Committee on Industrial Committees, but after discussion this suggestion was not pursued. Other members favoured the establishment of the proposed committee because they considered it desirable that only questions of general policy of major importance should be brought directly before the Governing Body without preliminary consideration by a committee. In these circumstances the Working Party, considering that
a proposal for the establishment of such a committee could be of value only if it received general support, refrains from making any recommendation in the matter.

Review of the Terms of Reference of Committees and the Relationship of Committees to the Governing Body

Committee on Operational Programmes.

82. Some members of the Working Party urged that the terms of reference of the Committee on Operational Programmes should be reviewed so as to associate members of the Governing Body more closely with the operational work of the I.L.O. There was general agreement that the Committee itself should be asked to undertake this review and submit to the Governing Body any proposals which it may deem appropriate in the matter, having regard to the nature of the operational programme, the part played by requests from governments in determining that programme, and its relationship to the United Nations Development Programme.

Committee on Freedom of Association.

83. Some members of the Working Party urged reconsideration of the composition and procedure of the Committee on Freedom of Association; the majority consider that the designation of the members of the Committee is a matter for the groups of the Governing Body in accordance with the normal procedure and that any proposals for changes in the procedure of the Committee can best be considered by the Committee itself in the light of its experience.

Miscellaneous Matters

84. The Working Party also submits recommendations on a number of miscellaneous matters which have a bearing on the businesslike despatch of the business of the Governing Body.

Presentation of Governing Body Documents.

85. The Working Party stresses the importance of Governing Body documents being as concise as is consistent with their being reasonably self-contained and containing the information necessary as a basis for decisions.

86. It emphasises the importance of every document not submitted solely for information containing a clearly formulated proposal for
approval by the Governing Body or the committee to which the document is submitted.

87. It notes that the Director-General is taking steps to re-establish the practice of prefacing with a summary or table of contents all documents of substantial length.

88. It suggests that, so far as practicable, committee documents should in future contain underlined and numbered points for decision in the same manner as Governing Body documents.

Distribution of Governing Body Documents.

89. The Working Party re-emphasises the importance of Governing Body documents being circulated sufficiently in advance of the meetings at which they are to be considered to allow members of the Governing Body to undertake the consultations necessary for proper consideration of the questions submitted for decision. It recognises the complexity of the problem; rigid rules concerning the distribution of documents cannot be respected without the provision of a margin of resources which is not available and would be uneconomical; the alternative of deferring the consideration of documents may be neither really necessary nor in the best interests of the Organisation. The Working Party therefore agrees that it is wise to continue to deal with the matter on the basis of a clear policy rather than a rigid rule. It understands that the policy being followed by the Director-General, who has issued appropriate instructions in the matter, is based on six points:

1. Major documents should, whenever possible, be despatched six weeks before the beginning of the Governing Body.

2. Other documents should, so far as possible, be despatched three weeks before the meeting at which they are to be discussed.

3. The above time limits do not apply to documents which by their nature require the very latest information to be put before the Governing Body, documents submitted purely for information and documents containing nominations arising out of consultations not completed within the time limits.

4. Documents not issued within the above time limits which it appears desirable to bring to the notice of the Governing Body without delay should be accompanied by a fly-sheet indicating whether and why urgent decisions are required or whether consideration of the document as a whole or of certain parts of it can be deferred.

5. Any other document not available for issue within the above time limits should not be circulated but withheld for submission to the following meeting.
6. Documents should be issued in each language as they become available in that language without waiting until copies in the other languages are available.

90. The Working Party attaches great importance to this policy being vigorously and successfully pursued.

**Matters Dealt with in the Director-General's Report and under the Item on Composition and Agenda of Committees and of Various Meetings.**

91. The Working Party has discussed the practice whereby matters not included in the agenda as specific items are submitted for consideration in the form of supplementary reports by the Director-General or supplementary papers relating to the Composition and Agenda of Committees and of Various Meetings. It recognises that this practice is of long standing and that the Director-General must have some latitude to bring matters before the Governing Body in this manner when in his judgment a decision by the Governing Body is necessary in the interest of the Organisation. It is nevertheless concerned that the practice, if carried too far, may result in members of the Governing Body being called upon to consider in the course of a session matters of which they have not had adequate notice. It therefore recommends that the following changes should be made in the present practice. Matters which can be foreseen at the time of the approval of the agenda should in general be included in the agenda rather than left to be dealt with under more general items. A detailed agenda indicating all of the papers which it is expected to circulate as Governing Body papers should be distributed to members of the Governing Body three weeks before the opening of each session. Papers not indicated in the detailed agenda (excluding reports from committees of the Governing Body) should not be circulated at a session without previous discussion of the urgency of so doing with the Officers of the Governing Body.

**Order of Taking Items in the Governing Body.**

92. The Governing Body should normally discuss the items of its agenda in the order in which they appear in the agenda; groups which desire to discuss items before they are taken in the Governing Body should endeavour so to arrange their business as to facilitate adherence to the order of items in the agenda. If the Chairman proposes to advance the consideration of an item because a decision concerning the item is necessary as a matter of urgency, he should so advise the chairmen of the three groups in advance; whenever possible, this should be
done prior to the group meetings held on the day preceding the opening of the session of the Governing Body.

93. If the Chairman proposes to defer the consideration of an item to permit of consultations before it is considered by the Governing Body or for any other reason, he should give the fullest possible notice of such intention.

94. These arrangements would be subject, in the case of reports from committees of the Governing Body, to any adjustments necessary in the light of the order in which such reports become available.

95. The arrangements should not be applied so rigidly as to preclude the rapid despatch of business by general consent whenever available time can conveniently be used for this purpose.

V. COMMITTEES OF TECHNICAL EXPERTS AND ADVISORY PANELS
ESTABLISHED BY THE GOVERNING BODY

96. The Governing Body at its 170th Session referred to the Working Party for consideration the question of the method of nomination of members of committees of technical experts and advisory panels. The Working Party had a preliminary exchange of views on the proposals in the matter submitted to it by the Director-General.

97. The Director-General's proposals were as follows:

The factors to be taken into account in the nomination of members of committees of technical experts and advisory panels are complex and may vary to some extent with different types of meeting. The overriding consideration in all such cases is that the persons nominated must have the personal qualifications necessary to enable them to make a valuable contribution to the discussions; the value of the conclusions of such meetings is a function of the extent to which they are accepted as authoritative by the best experts in the field and by those most directly affected by their practical application in both government and industry. It is also important that the membership of each such committee or panel, taken as a whole, should be an equitable reflection of the membership of the Organisation or at least of the part of the membership directly and actively interested in the problem. Valuable expertise for service on such bodies can be drawn from varied sources which are not limited to government services or even to government, employers' and workers' circles. To get the best possible result, suggestions from all sources should be considered as a whole before any decision is taken concerning any of them. These considerations do not exclude, but they require restraint in, the appointment to a committee of persons of the same nationality suggested for nomination by members of different groups. There are further complications when a meeting is co-sponsored with another international organisation. Since voting in expert meetings is unusual and should be avoided the exact number of persons to be chosen from different circles or to represent different points of view need not be determined mathematically provided that there is a sufficiently reasonable balance to ensure the fair representation in the discussions of divergent
views. Expert meetings should always remain as small as is consistent with their being sufficiently representative to express views which will command authority, both for financial reasons and because smaller meetings permit a higher level of sustained discussion and afford more opportunity for a fuller mutual understanding of divergent views and a genuine attempt to reach agreement on some new basis acceptable to all. This type of pioneer work is an essential part of the functions of expert meetings and it cannot be discharged by persons acting in a representative capacity who are acting, in fact even though not in form, under instructions from governments or organisations.

With a view to endeavouring to reconcile the varied considerations involved, the following new procedure should be adopted on an experimental basis for a period of two years.

When it is proposed to convene a meeting of experts or to constitute an advisory panel, the Director-General should inform the Committee on Technical Meetings of the manner in which he proposes that the meeting or panel should be constituted and the reasons for the proposed composition of the meeting or panel; the Committee might suggest modifications of these proposals but no firm decision should be taken at this stage of the procedure in advance of the consideration of the names and qualifications of the persons subsequently proposed.

Suggestions for nominations to committees of experts and advisory panels should then be addressed to the Director-General.

To make it possible to verify that the persons suggested for nomination are fully qualified, every name submitted for nomination, from whatever source proposed, should be accompanied by a full statement of the relevant qualifications of the person suggested.

Any member of the Governing Body and any international organisation of employers or workers which has been granted consultative status by the Governing Body should be entitled to suggest names to the Director-General for nomination; Employer and Worker members of the Governing Body might submit such names through the secretaries of their respective groups; the Director-General should also be entitled to approach any of the above, or the government of any Member of the Organisation with an interest in the subject-matter of the proposed meeting or panel and request them to submit names for consideration.

Nominations should be made by the Director-General on his personal responsibility after considering all the names which have been submitted and the particulars of their qualifications which have been supplied. In discharging this responsibility the Director-General should be guided by two considerations: the importance of securing the highest possible level of qualifications in the meeting or panel as a whole with a view to ensuring the authoritative character of the conclusions reached; and the desirability of a balanced representation of different parts of the world and points of view in its composition, with due regard to the expert knowledge and experience available in employers' and workers' circles.

The Director-General should first inform the Officers of the Governing Body of his proposed nominations; he should then refer the nominations to the Committee on Technical Meetings, which would submit them to the Governing Body for approval or request the Director-General to reconsider the nominations.

98. Some Government members of the Working Party welcomed the proposals, as the existing procedures were, in their view, unsatisfactory and should be reviewed. The Worker members, while agreeing that the
existing procedures were not satisfactory and might well be reviewed, opposed the proposals, which, in their view, would weaken the position of the Employers’ and Workers’ groups of the Governing Body. They insisted that all nominations from employers’ and workers’ circles for membership of committees of experts and advisory panels should continue to be channelled through the Employers’ and Workers’ groups of the Governing Body. The Employer members considered that this matter was of such importance that the Working Party should not attempt to take a decision at its present session, having regard to the limited time available.

99. In the circumstances the Working Party considers that this matter requires greater consideration in depth and therefore refrains from making any recommendation in the matter.

VI. SUBMISSION TO THE CONFERENCE OF THE REPORTS OF THE WORKING PARTY

100. The Working Party has now completed the task originally assigned to it by the Governing Body of reviewing the programme and structure of the International Labour Organisation and submitting the recommendations on which it has been able to reach general agreement. Its conclusions are contained in the five substantive reports (excluding two interim reports) which it has submitted to the Governing Body. The Working Party considers that the stage has now been reached at which it would be appropriate that the Conference, to which its successive reports have been communicated as they have become available, should have an opportunity of reviewing these reports as a whole. It therefore recommends that the Governing Body should add to the agenda of the 53rd Session of the Conference, which is due to be held in 1969, an item entitled “General review of the reports of the Working Party on Programme and Structure submitted to the Conference by the Governing Body”. It would be understood that the Conference would set up a special committee to examine this item, which would formulate its conclusions in a report to be submitted to the Conference.

101. The Working Party suggests that it would greatly facilitate the work of the proposed special committee if the Director-General were to make an appeal to delegates to the 53rd Session to show great restraint in submitting to the Conference resolutions under article 17 of its Standing Orders, having regard to the importance of the other matters which will be under consideration at the 50th Anniversary Conference.

DISCUSSION OF THE REPORT BY THE GOVERNING BODY
AT ITS 171st SESSION

(Geneva, 27 February-1 March 1968)

DRAFT MINUTES OF THE THIRD SITTING
(Wednesday, 28 February 1968—10.40 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Ago.

Mr. Abid Ali, Mr. Abualam, Mr. Alejandrino, Mr. Amede, Mr. Andriantsitohaina, Mr. Bakonyi-Sebestyén, Mr. Beermann, Mr. Bergenström, Mr. Bolin, Mr. Borisov, Mr. Bruni Celli, Mr. Carrasco, Mr. Cassim, Lord Collison, Mr. Coppo, Mr. De Bock, Mr. Dumont, Mr. Erdead, Mr. ben Ezzeedine, Mr. Faupl, Mr. Georget, Mr. Haenlein, Mr. Haraguchi, Mr. Haythorne, Mr. Kane, Mr. Lee Yen-ping, Mr. López Guevara, Mr. Marre, Mr. Mathew, Mr. Mbonjo-Ejangue, Mr. Möri, Mr. Morris, Mr. Nasr, Mr. Neilan, Mr. Okabe, Mr. Parodi, Sir George Pollock, Mr. Purpura, Mr. Salvi, Mr. Sidibe, Mr. Tabor, Mr. Végh Garzón, Mr. Wajid Ali, Mr. Waline, Mr. Weaver, Mr. Yasseen, Mr. Yllanes Ramos.

Absent: Mr. Davies.


The Chairman was hopeful that the spirit of good will and co-operation which had borne fruit in the Working Party would also prevail in the discussions on its report in the Governing Body and at the Conference. Any agreement on the report which gave broadly equal satisfaction to all of the groups was likely to provide a sound working basis for the future.
Mr. Bergenström (Employer member, Sweden) expressed the cordial thanks of the Employer members to the Chairman and the Office staff, particularly Mr. Jenks, for their valuable assistance to the Working Party. While some sections of the report were satisfactory, the Employer members found it on the whole somewhat lacking in cohesion and difficult to follow. They intended to comment further on it in the course of the discussion.

Lord Collison (Worker member, United Kingdom) also wished, on behalf of the Workers' group, to thank the Chairman, Mr. Jenks and the Office staff for their assistance to the Working Party. Apart from one point which they would raise later, the Worker members were in favour of the report and hoped it would prove a useful starting point for further progress.

Mr. Weaver (Government representative, United States) joined in thanking the Chairman, Mr. Jenks and the Office staff for their contributions to the Working Party's achievement and paid tribute to the efforts of previous chairmen, beginning with Mr. Haythorne, who had held office in the year in which the Working Party had been set up. The United States Government endorsed the report.

Mr. Borisov (Government representative, U.S.S.R.) thanked the Director-General and the Office staff for the considerable help they had given the Working Party, particularly in dealing with questions relating to the Conference and the Governing Body. The subjects covered in the report were of crucial importance to the whole future of the I.L.O. and of its main executive organ. He regretted, however, that he had to associate himself with Mr. Bergenström's criticism of the report. It was indeed a matter for disappointment that, while the Working Party had reached several important conclusions which might help to enhance the I.L.O.'s effectiveness, it had not followed them up with specific, practical proposals. Such proposals as it had made were couched in obscure terms and did not give satisfactory guidance. Broadly speaking, it was true, each of the three groups now took a more positive and constructive attitude towards change than in the past. Yet the Working Party had found great difficulty in making concrete proposals on how to solve the problems of I.L.O. programme and structure originally referred to in the Director-General's report to the Conference in 1963, and that, after all, had been its main purpose.

The most important question before the Working Party, and one that it had discussed at length, had been the composition of the Governing Body. Despite the difficulty of the subject, the atmosphere throughout the debate had been one of unfailing co-operation. The recognition
of the basic principles set forth in paragraphs 9, 10 and 11 of the report, which could serve as guidelines in future, was one sign of progress. Paragraph 10 acknowledged the Governing Body's key role in co-ordinating I.L.O. activities. Its wording was quite acceptable to the U.S.S.R. Government, which had never wished to weaken the Governing Body's executive functions. At the same time it had not perhaps made sufficiently clear the pre-eminent role of the General Conference in determining I.L.O. programmes and policies. Paragraph 11, too, stated a cardinal principle, namely that the Governing Body must be representative of the Organisation as a whole, and one of the chief merits of the Working Party's report was its recognition of that principle.

The Working Party had been right to deal separately with the question of Government seats and that of Employer and Worker seats. As regards the former, the pattern of government membership in the Governing Body had changed considerably over the years, as noted in paragraph 17, and the U.S.S.R. Government fully agreed with the statement in paragraph 18 that the Government group was now broadly representative of virtually all parts of the world.

With regard to the question of Members of chief industrial importance, the position of the U.S.S.R. Government was well known. Until a majority of the Government members became dissatisfied with the present situation, no change was called for; what really mattered was that seats in the group as a whole should be fairly distributed by region.

The question of Employer and Worker seats had been one of the most difficult before the Working Party. According to paragraph 26, the Employer and Worker members unanimously considered that they represented employers and labour throughout the Organisation. That statement was acceptable if it meant that each of the two groups considered that it should be as fully representative as possible of employers and labour respectively. Again, the further statement in the same paragraph that the Employer and Worker members were chosen in a personal capacity was unexceptionable if it meant that individual members were appointed not merely for their personal qualities, but also because of their prominence in major national organisations of employers or workers.

The subsequent paragraphs, which bore witness to the co-operative spirit prevailing in the Working Party, embodied principles of crucial importance. Thus paragraph 27 stressed the need to ensure a composition representative of all parts of the world. The U.S.S.R. Government would have preferred more specific reference to representation of the various economic and social systems in the world. Failing that, how-
ever, it welcomed the Working Party’s full endorsement of the broad principle, which was also implicit in the statement in paragraph 11, namely that the Governing Body must represent the Organisation as a whole, and had been recognised by the Workers’ group, as indicated in paragraph 39. It would now be logical, as well as helpful to the Governing Body in carrying out its difficult tasks, to go one step further and ensure fair regional distribution of seats, not just in the Government group, but in the other two groups as well. A suggestion to that effect, referred to in paragraph 34, similar to one made by the speaker himself and other Government delegates during the discussion on the Director-General's report at the 1963 Conference, had unfortunately not been accepted. It was encouraging, however, to note in paragraph 45 the Working Party’s hope that continuation of the discussion would lead to a satisfactory outcome. Although the U.S.S.R. Government found no reflection of its views on the subject in the report, it too was hopeful that the good will which had prevailed among the groups in past discussions would continue and eventually produce results. The representatives of the Socialist countries considered measures long overdue to make all groups in the Governing Body more fairly representative of the different regions, so that governments, employers and workers of all countries could be associated in the work of the Organisation on an equal footing.

As regards the election of the Chairman of the Governing Body and the chairmen of its committees, the statements in paragraph 48 were acceptable for the time being.

The Working Party had achieved no further progress in its discussion of the relationship between the Governing Body and the Conference. Its recognition, however, recorded in paragraph 50, of the need for full mutual confidence and close co-operation between the two bodies was of prime importance and encouraged the hope that further recommendations concerning their relationship could eventually be made.

Subject to some reservations, the section of the report on the organisation of the Governing Body’s work was acceptable. Reforms could always be carried out in future, as suggested by practical experience. The question of the establishment of a Committee on Technical Meetings, referred to in paragraphs 80 and 81, could be discussed again later; in the meantime, the Director-General could consult members of the three groups on the subject and report to the Governing Body. In regard to paragraph 82, the U.S.S.R. Government shared the concern of the Workers’ group that the Committee on Operational Programmes should take steps to increase its effectiveness. Paragraph 83 contained
no specific proposal concerning the Committee on Freedom of Association. It would be recalled, however, that the resolution concerning freedom of association adopted by the Conference at its 48th Session, which had been referred to in the Working Party, invited the Governing Body to consider how the machinery of the I.L.O. for the protection of freedom of association might best be strengthened. In that context attention should be given to the necessary reform of the Committee on Freedom of Association.

The Director-General's proposals relating to committees of technical experts and advisory panels, set out in paragraph 97, should receive further consideration.

The U.S.S.R. Government fully supported the suggestion in paragraph 100 that a review of the Working Party's reports should be carried out by the Conference at its 1969 session and that a special Conference committee should be set up for the purpose. It was also in favour of the proposal in paragraph 101, though of course it would be for delegates to decide, in the light of circumstances in their respective countries, whether they wished to submit a resolution.

While the U.S.S.R. Government was ready to support the proposal in paragraph 2(a) of the Office paper that the Governing Body should approve the Working Party's conclusions, it did so only on the understanding that the position any group or government might wish to take at the Conference in 1969 should not be in any way prejudged.

The discussions on the programme and structure of the I.L.O. which had taken place in the Working Party, in the Governing Body and at the Conference during the last five years had done much to clear the air. No country was any longer being accused of seeking to sabotage the work of the I.L.O.; indeed, there was universal recognition that all member States were anxious to co-operate in fostering economic and social progress and in making the I.L.O. as effective as possible for that purpose. Conclusions on paper were of some value, it was true; but practical achievement was more important. Thanks to the useful conclusions the Working Party had reached on many points, real progress had been made in recent years. For example, the President of the Conference was now elected from different regions in rotation, as had been proposed. At the Conference in 1963, the year of the Director-General's report on programme and structure, the President had come from an African country, and since then representatives from each of the different regions had been elected; the principle of rotation had been observed in elections to the chairmanship of the Governing Body; and the Governing Body elections in 1966 had been a step towards fairer geographical distribution.
In 1963 a small group comprising several Governing Body members had met informally to consider the best way of studying the problems of programme and structure dealt with in the Director-General's report to the Conference of that year. No firm conclusions had been reached, but the hope had finally been expressed in the group that, however the problems of programme and structure were studied, sooner or later they would find a solution. That hope had not yet been fulfilled, and many difficulties had been encountered since 1963. Encouraging results had, however, been achieved, and experience therefore suggested that efforts should continue to settle as soon as possible the few major problems still outstanding. It would then be possible to pursue with the same vigour the many other difficult tasks that faced the Organisation.

Mr. Abualam (Government representative, United Arab Republic), endorsing the report, paid tribute to the spirit of understanding that had prevailed in the Working Party, the Chairman's excellent leadership and the assistance of Mr. Jenks and the Office staff. He particularly welcomed the proposal in paragraph 2 (e) of the Office paper to include the review of the Working Party's reports in the agenda of the 1969 session of the Conference—a proposal which he himself had originally made in the Governing Body at its 170th Session. The report would provide an excellent basis for discussion in 1969. As the year of the 50th anniversary and of the Governing Body elections, however, 1969 was likely to be particularly busy. He therefore hoped that, as at the Conference in 1963, which had been largely devoted to discussion of the Director-General's report on programme and structure, a moratorium on resolutions would be generally accepted at the Conference in 1969, which promised to make even heavier demands on delegates' time and energy.

Mr. Mathew (Government representative, India) congratulated the Chairman, Mr. Jenks and all who had contributed to the Working Party's success in reaching agreement on many difficult questions. While he could endorse both the report and the proposals in the Office paper, he wished to raise three points.

The first concerned the Government seats of Members of chief industrial importance, a subject on which the differing views held in the Working Party were set out in paragraphs 20 to 25 of its report. The present system of representation should be judged by its practical results. As noted by the Working Party, a reasonable equilibrium between regions had been achieved among the ten Members of chief industrial importance which, moreover, had a combined population
amounting to as much as 58.8 per cent. of the estimated world total. Since the criteria for selecting those ten States, not being prescribed in the I.L.O.'s Constitution, were subject to alteration, at the 1962 review the factors of population, contribution to the I.L.O. and national income had been given a new weighting of one, three and six respectively. That weighting, however, seemed insufficient for the population factor; the I.L.O.'s aim was, after all, to promote the welfare of as many people as possible throughout the world and the choice of the ten States of chief industrial importance should reflect that. At the next review, consideration might possibly be given to increasing the weighting of the population factor.

Secondly, he shared the hope expressed in paragraph 45 that the discussions concerning certain aspects of employer participation in the I.L.O.'s work would have a satisfactory outcome. The I.L.O. owed its survival and growth over the years largely to its flexibility and capacity to move with the times. In the discussions, therefore, full recognition should be given to the need to adapt the system of employers' representation to existing world conditions.

The third point related to the procedure of the Committee on Freedom of Association. While the Committee had prescribed certain tests to determine the receivability of complaints, he had had occasion, at the 168th Session, to question the Committee's own application of those tests in some cases. The suggestion in paragraph 83 that any proposals for changing its procedure could best be considered by the Committee itself was, however, acceptable, and it was to be hoped that the Committee would at an early date prescribe clear principles to be applied.

Mr. Haythorne (Government representative, Canada) joined previous speakers in expressing appreciation of the assistance given by the Chairman and the Office staff to the Working Party and of the spirit of good will which had made substantial progress possible. At the same time, he regretted that political considerations had tended to overshadow certain basic issues which deserved to be explored more thoroughly.

Although the fourth section of the report contained some sound proposals on the organisation of the Governing Body's work, the paragraphs on the review of the terms of reference of committees and the relationship of committees to the Governing Body were disappointingly brief. In setting up the Working Party in 1964 the Governing Body had

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rightly decided that its task should be to determine first the types of programme which the I.L.O. should undertake and then the best structure for implementing them. The Working Party had already agreed on three main programme areas—human resources, conditions of life and work, and social institutions—and the outcome of its work at that stage, though not fully satisfactory, had led to considerable improvement in the internal organisation of the Office.

The Working Party had then tackled the contentious and difficult problems of structure. In so doing, however, it had failed to examine sufficiently in depth the relationship between the Organisation's structure and its programmes, and in particular the suitability of the present system of Governing Body committees as an instrument of programme review. To give one example, under existing arrangements different aspects of the human resources programme might be examined by the Committee on Operational Programmes, the International Organisations Committee, the Financial and Administrative Committee or the Governing Body itself. But neither the Governing Body nor any one of its committees looked at the programme in its entirety. Again, the Committee on Operational Programmes had examined field activities under the conditions of life and work programme, but not the programme as a whole.

Paragraph 78 of the report suggested that, if a biennial budget system were introduced, some of the meetings of the Financial and Administrative Committee during the February-March cycle might be replaced in alternate years by meetings to consider the I.L.O.'s long-term programme. While that would certainly be one possibility, the Working Party might have considered others. It might be possible, for instance, to fit in meetings of standing Governing Body committees set up for each of the three main programme areas, or meetings, say one a year, of three programme subcommittees of the Financial and Administrative Committee.

The Working Party had wisely rejected the Director-General's proposal for the establishment of a Governing Body Committee on Technical Meetings. The functions of such a committee would be better discharged by machinery for dealing with programmes as a whole. A committee on human resources, for example, could examine the recommendations of any technical meeting which had dealt with matters in that field. Two of the five technical meeting reports which the Governing Body had on the agenda of its present session could have been submitted to such a committee, and the remaining three possibly to committees for the other programme areas.
While the question of the structure to be established for review of programmes need not be referred back to the Working Party, it warranted thorough discussion by the Governing Body at an early session. The Office might be asked to draft proposals for enabling the Governing Body to assess the development and impact of the three main programmes more effectively.

The Director-General’s proposals concerning committees of technical experts and advisory panels, set out in paragraph 97 of the report, were sound and were supported by the Canadian Government. The Worker members’ objections, referred to in paragraph 98, seemed not insuperable, and it was to be hoped that the proposals would be studied more thoroughly, as suggested in paragraph 99, and broadly accepted.

On the whole the report should be warmly welcomed since it provided an excellent basis for the critical review of many problems. The Canadian Government was in favour of the proposals in the Office paper, particularly that in paragraph 2(e). Since, however, the agenda of the 1969 session of the Conference would be heavy, governments, employers and workers should be strongly urged to observe a moratorium on resolutions that year.

Mr. Dumont (Government representative, Argentina), while commending the Working Party on its conclusions on the difficult and controversial subjects before it, observed that some of them had given rise to differences of opinion, which were likely to be repeated when the Working Party’s reports came up for review by the Conference.

As regards the composition of the Governing Body, his Government attached great importance to fair regional distribution of seats, not only in the Government group, but also, so far as possible, in the other two groups. It supported the Working Party’s proposal for an increase in the number of deputy members in all three groups, as well as the principles of fair geographical rotation in the election of the Chairman of the Governing Body and fair geographical distribution of committee chairmanships, which the Working Party had also endorsed and which were essential in any international organisation.

While the section of the report on the organisation of the Governing Body’s work was satisfactory, it might have been useful to accept the proposal to set up a Committee on Technical Meetings. That matter—as well as the question of the method of appointment to committees of technical experts and advisory panels—might be taken up again later.

Finally, he supported the proposals in paragraph 2 of the Office paper, particularly that in subparagraph (e).
Mr. Bakonyi-Sebestyén (Government representative, Hungary) stressed his Government's considerable interest in the Working Party's report, which it regarded as of crucial importance to the future of the I.L.O. In supporting the proposals in paragraph 2 of the Office paper, he expressed his appreciation to the Chairman and members of the Working Party for their efforts to reach agreement on several important questions.

As regards the organisation of the Governing Body's work, the Working Party had reached certain conclusions on the basis of the Director-General's proposals, and it was to be hoped that a satisfactory solution could be found to the few that remained.

One important problem on which the Hungarian Government was particularly anxious for agreement was that of ensuring fair distribution of seats in each of the three groups. While the Working Party's extended discussion gave reasons for hope, no formal agreement had yet been worked out.

Finally, he fully endorsed the Working Party's proposal that its reports should be submitted to the Conference in 1969.

Mr. Bergenström (Employer member, Sweden), expressing the Employers' agreement with Mr. Borisov on the crucial importance to the I.L.O. of the questions the Working Party had examined, particularly those relating to the composition of the Governing Body, urged a realistic approach towards them. He asked that the Governing Body, in approving the conclusions in the report, as recommended in paragraph 2 of the Office paper, should specify that it approved them subject to the comments and reservations made during the discussion.

As regards the composition of the Governing Body, while Mr. Borisov had drawn specific attention to paragraphs 9 to 11, it would be wrong to overlook paragraph 8, which emphasised the tripartite principle embodied in the I.L.O. Constitution. It would also be noted that paragraph 27 referred to the importance of achieving a composition representative of "all parts of the world", not of all economic and social systems, countries or regions, as had been suggested. As indicated in paragraph 37, the three suggestions made for changes in existing election arrangements had not been acceptable to the Employer and Worker members, who had found them inconsistent with the freedom of the electoral colleges, to which the Employers attached the greatest importance. The statements in paragraphs 39 and 41 relating to the Workers' group were also fully applicable to the Employers. Paragraphs 44 and 45 referred to discussions on the question of the participation in the I.L.O.'s work of employers from East European coun-
tries, one which had been raised in the first place by the Office. The language used, however, failed to bring out that the discussions concerned participation by East European employers in the work of the Organisation as a whole, not merely the Governing Body; that was one of the shortcomings to which he had referred in his earlier statement. Paragraph 46 embodied a principle which the Employers' group considered basic, namely that the filling of seats of new deputy members should be left to the full discretion of the electoral colleges.

As regards the organisation of the work of the Governing Body, it was unfortunate that the Working Party had not had time to go into certain matters more thoroughly, particularly the important question of the establishment of a Committee on Technical Meetings and that of the terms of reference of committees and the relationship of committees to the Governing Body, to which Mr. Haythorne had referred. Those matters should receive further consideration, as should that of the method of nominating members of committees of technical experts and advisory panels; in that respect, the Employers shared the hope expressed by Mr. Borisov.

Finally, they supported both the proposal in paragraph 100 that the Conference should have an opportunity at its 53rd Session to review the Working Party's reports as a whole and the suggestion in paragraph 101 that delegates should exercise restraint in submitting resolutions at that session.

Mr. Mbonjo-Ejangue (Government representative, Cameroon) recalled that at the 168th Session, when the Governing Body had examined the Working Party's fourth report, several members had supported a suggestion that the Governing Body should merely take note of that report, rather than approve it, since it had revealed a wide divergence of views on many subjects and contained no specific proposals. Rejecting that suggestion, the Governing Body had finally decided to approve the fourth report subject to the comments and reservations made in the course of the discussion. As Mr. Bergenström had observed, that formula seemed to express the Governing Body's attitude in regard to the present report, and it was quite acceptable.

He welcomed the progress which the Working Party had achieved since its fourth report towards solving certain problems. As regards the composition of the Governing Body, he wholeheartedly endorsed the principle of fair geographical distribution of seats. He wished, however, to comment further on the subject of States of chief industrial importance, concerning which the majority of the Working Party's members had recommended that the present situation should remain unchanged,
as indicated in paragraph 25 of the report. At its second sitting the Governing Body had taken note of the Director-General's report, which contained information on ratifications or acceptances of Instruments Nos. 1, 2 and 3 for the amendment of the I.L.O. Constitution. Instruments Nos. 1 and 3, it appeared, had been ratified or accepted by only four Members of chief industrial importance out of the five required under article 36 of the Constitution. Instrument No. 2, which was directed against a declared policy of racial discrimination such as apartheid and so of vital concern to the I.L.O., had been ratified or accepted by only one such Member. Thus, for want of action by five out of the ten Members of chief industrial importance, those instruments would remain a dead letter even if two-thirds of the remaining Members ratified or accepted them. While those ten Members could not of course be expected to renounce their status and while the criteria for selecting them did not enter into dispute, the I.L.O. had a duty to see that its aims were not frustrated by their inaction. It should therefore focus greater attention on the subject.

As regards the subject of Employer and Worker seats in the Governing Body, he fully supported the views expressed in paragraph 26 and noted the striking similarity between paragraphs 40 and 43; each of the groups considered that its members represented employers and labour respectively throughout the world and that they must therefore enjoy the confidence of their respective electoral colleges as a whole. He felt sure that the members of the groups were familiar with the special needs of all parts of the world. In paragraph 45 the Working Party had merely expressed satisfaction that discussions had taken place; they were likely to continue for some time, however, before leading to a successful outcome.

He was in favour of the proposal to increase the number of deputy members from ten to 12 and hoped that in appointing them due heed would be paid to fair geographical distribution.

While the report rightly acknowledged, in paragraph 50, the vital importance of full mutual confidence and close co-operation between the Conference and the Governing Body, the pre-eminence of the former over the latter should not be forgotten; as stated in paragraph 10, the Governing Body's role lay in co-ordinating the activities of the Organisation.

The standard programmes of meetings recommended in the section on the organisation of the work of the Governing Body showed some improvement over past arrangements, but the length of sessions could still be considerably reduced.
As regards the relationship between the Governing Body and its committees, it should be stressed that the committees provided merely a workshop for drawing up recommendations to the Governing Body, which retained full discretion to approve or to reject them.

The six points set out in paragraph 89 concerning the distribution of working papers for the Governing Body were to be commended, and no doubt the Office would do its utmost to make papers available in good time.

He supported the proposal in paragraph 100, since discussion of the Working Party’s reports at the Conference would doubtless focus attention on points which had not yet been given sufficient emphasis. Discussion promised to be difficult, the more so because the Working Party had been unable to take a definite stand on many questions; but it would be invaluable in paving the way for further progress.

Mr. Sidibe (Government representative, Senegal) also complimented the Working Party on its report. Subject, however, to any further reservations his Government might express at a later stage, he wished to comment on some of the Working Party’s conclusions.

First, while the present composition of the Governing Body should be maintained so far as possible, changes were called for to take account of new conditions in the world and to meet the growing desire of the developing countries, particularly those in Africa, to contribute to the work of the Organisation. Owing to the many accessions to independence which had occurred since 1960, 37 African countries were now members of the I.L.O. and organisations in the United Nations system. Those countries felt that if they were to assume their new responsibilities member States must be represented more democratically on the Governing Body; Government seats must be filled not only on the basis of fair geographical distribution, but also entirely by election. The same principles should apply to appointment of the new deputy members proposed in paragraphs 46 and 47 of the Working Party’s report. The present practice of assigning permanent seats to the ten Members of chief industrial importance was, to say the least, an anachronism and, if not abandoned, might retard the I.L.O.’s progress.

The second point related to the qualifications of Governing Body members. It would be mistaken to pretend that only a few members from a few countries were well enough qualified to carry out the Governing Body’s work. Since members of all three groups had always been appointed with due regard to their personal qualifications, the work of the Governing Body and its committees could very well be distributed so as to enable all members to make their contribution.
Thirdly, the frequency and duration of meetings caused the African countries some anxiety, as they had often pointed out. Particularly south of the Sahara there was a serious lack of technical staff, and such as there were bore heavy responsibilities. Anything which took such staff away from home for unduly lengthy periods delayed their work on behalf of their own countries. The African countries had gained the impression from their brief experience of work in the Governing Body and its committees that the duration of meetings could be greatly shortened through more efficient organisation. Debates in committee, for example, often went into such technical detail that repetition in plenary was quite superfluous. African members felt that precisely because Governing Body members were so well qualified it could easily be avoided. If African members were to shoulder more of the responsibilities of the I.L.O.'s work, some solution to this problem must be found. Finally, as regards committees of technical experts and advisory panels, the African Government members were anxious that appointments should be made, if not in agreement, then at least in close consultation with the governments concerned.

(The sitting closed at 1.05 p.m.)

DRAFT MINUTES OF THE FOURTH SITTING (EXTRACT)

(Wednesday, 28 February 1968—4.55 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Ago.

Mr. Abid Ali, Mr. Abualam, Mr. Alejandrino, Mr. Andriantsitohaina, Mr. Beermann, Mr. Bergenström, Mr. Bolin, Mr. Borisov, Mr. Bruni Celli, Mr. Carrasco, Lord Collison, Mr. Coppo, Mr. Erdmann, Mr. ben Ezzeddine, Mr. Faupl, Mr. Georget, Mr. Haenlein, Mr. Haraguchi, Mr. Haythorne, Mr. Hernandez, Mr. Horányi, Mr. Kane, Mr. Lee Yen-ping, Mr. López Guevara, Mr. Marre, Mr. Mathew, Mr. Mbonjo-Ejangue, Mr. Möri, Mr. Morris, Mr. Nasr, Mr. Neilan, Mr. Okabe, Mr. Parodi, Sir George Pollock, Mr. Purpura, Mr. Salvi, Mr. Sidibe, Mr. Tabor, Mr. Végh Garzón, Mr. Wajid Ali, Mr. Waline, Mr. Weaver, Mr. Yasseen, Mr. Yllanes Ramos, Mrs. Zaefferer de Goyeneche.

Absent: Mr. Amede, Mr. Cassim, Mr. Davies.
Seventh Item on the Agenda:


Mr. Bukhari (Government representative, Pakistan), while recognising that the report was an important and skilfully drafted document, reserved his Government's position on it.

Mr. Rifaat (Employer member, United Arab Republic), who had been a member of the Working Party as originally constituted, expressed satisfaction at the successful outcome of its work. The Working Party was to be commended for having produced, under the wise and experienced guidance of its Chairman and with the help of Mr. Jenks and other members of the staff, a report which, though modest, was constructive and forward-looking and which, combined with its earlier ones, provided an excellent analytical survey of the Organisation.

As proposed in the Office paper, the Conference should consider all the Working Party's reports in 1969—a most opportune time, since the I.L.O. would then be celebrating its 50th anniversary. An examination in depth by the Governing Body of the present report, in isolation from the previous ones, did not seem called for at the present stage. He therefore confined himself to supporting Mr. Bergenström's statement, including the proposal to amend paragraph 2 of the Office paper so that it would refer to the comments and reservations made during the Governing Body's discussion, a record of which should be distributed with the report.

As Mr. Bergenström had said, there was some lack of cohesion in the report; it would be useful if a list of the conclusions which it contained could be appended to it. The Office might also consider sending to governments, together with the report, a copy of those previously submitted by the Working Party.

Mr. Tabor (Government representative, Yugoslavia) associated himself in the praise addressed to the Chairman, Mr. Jenks and other members of the staff. The Working Party had striven to find generally acceptable solutions, and its report—especially paragraphs 27 and 45—appeared to constitute a good basis for further progress.

Mr. Bergenström had rightly cautioned members of the Governing Body against undue hope for early results. If, however, the Conference was to review the Working Party's reports at its 1969 session, as recommended in paragraph 100, and if, as was desirable, it was then to con-

1 See pp. 40-41.
centrate mainly on questions of programme, it was important to make further progress this year towards bringing the I.L.O.'s structure into line with its responsibilities and with current world requirements, on the basis of the recommendations now before the Governing Body. The first requirement for this was that all Governing Body groups and committees should be truly representative.

Mr. Môri (Worker member, Switzerland; Worker Vice-Chairman of the Governing Body) observed that it was only natural that, in dealing with the complex issues before it, the Working Party had had to be content with compromise solutions which did not satisfy everyone. The question at present was whether or not the Conference was to have an opportunity of reviewing all the Working Party's reports at its 1969 session. That would clearly be impossible if the many points raised during the present debate were to be taken into account, since it would mean calling further meetings of the Working Party.

Mr. Alejandrino (Government representative, Philippines) joined in the congratulations to the Chairman and members of the Working Party.

With respect to section II of the report, he fully agreed that the Governing Body's effectiveness depended on the confidence and support it enjoyed from member States, which in turn depended on the extent to which its composition was broadly representative of the I.L.O. membership. The report indicated that, so far as the Government group was concerned, the distribution of seats had improved in recent years, to the point where the group was now sufficiently representative and no change in the method of selecting Government members seemed called for.

The allocation of a fixed number of seats to countries of chief industrial importance, though undemocratic in theory, seemed justifiable in practice since those countries, in addition to representing nearly 60 per cent. of the world population, contributed nearly 70 per cent. of the I.L.O. budget, and the Organisation could only function effectively if it had sufficient funds. In other specialised agencies, while no formal provision was made to reserve seats on the executive bodies for major contributing States, those States were in practice assured of permanent seats through the regular elective process.

The method of choosing the regular Employer and Worker members of the Governing Body should be determined by the majority will of each group.

The recommendation that the number of deputy members of the Governing Body should be increased from ten to 12 for each of the
three groups was acceptable. As the report indicated, that would merely entail an amendment to the Standing Orders and an increase in the corresponding budget credit.

He supported the principle of fair geographical rotation in the selection of the Chairman of the Governing Body and the chairmen and reporters of its subsidiary bodies, as well as the suggestions and recommendations in sections III and IV of the report.

*Mr. Waline* (Employer member, France; Employer Vice-Chairman of the Governing Body), endorsing the remarks previously made by Mr. Bergenström, observed that the Working Party's conclusions could be clearly understood only if paragraphs 26 to 45 were considered as a whole.

With respect to the discussions with the Employers' delegates to the Conference from East European countries, referred to in paragraph 44 of the report and over which he had presided, he explained that there had been a very frank exchange of views concerning certain speeches made at plenary sittings of the Conference and the work of Conference committees. There had also been some mention of Industrial Committees and, incidentally, of the Governing Body. However, the discussions had hinged mainly on the problem mentioned at the end of paragraph 44, i.e. "the extent to which all the members of the Employers' group, as employers, are in a similar position and have common interests in their respective countries". Those participating had sought to make clear the nature of their relationships with their constituents as well as with other parties, such as governments and trade unions, in order to dispel any false impressions and, above all, to determine how far they were truly independent of such other parties. The problem had already been mentioned in the Working Party's third report, submitted to the Conference in 1966.

The discussions had been worth while, and it was to be hoped that they would continue, because only closer acquaintance could promote better understanding and breed confidence. As pointed out in paragraph 37 of the report, it was essential that persons elected to serve on the Governing Body should enjoy the confidence of their electors.

*The Chairman* remarked that Mr. Waline had touched on a point of cardinal importance, which he himself had consistently stressed in the Working Party in the hope that the discussions just mentioned would continue and eventually succeed.

*Mr. Gros Espiell* (Government representative, Uruguay) congratulated the Working Party on its detailed coverage of many complex
questions in relatively few pages. The report should be submitted to the Conference as quickly as possible, together with the documentation on which it was based.

Most of the report was an elaboration of the general principle laid down in paragraph 11, which he fully supported, namely that “the Governing Body can command the general confidence necessary for the effective discharge of its responsibilities only to the extent that it is representative of the Organisation as a whole”. The related statement, in paragraph 18, that “the Government group of the Governing Body is now broadly representative of virtually all parts of the world”, while it might be said to have but relative validity, having regard to the complexity of the current world political situation, expressed a cardinal principle which should be consistently upheld, and which meant in particular that fair geographical rotation should be observed in the election of the Chairman of the Governing Body, as recommended in paragraph 48.

He supported the proposals in paragraph 2 of the Office paper, with the amendment suggested by Mr. Bergenström.¹

Mr. Åström (Government representative, Sweden), as the representative of the only one of the 17 European States mentioned in paragraph 19 which had secured a seat on the Governing Body—and a deputy seat at that—observed that he could speak only for Sweden, and to some extent the Nordic countries generally, and accordingly hoped that the other countries referred to in paragraph 19 would in future have a spokesman in the Governing Body. While he could support the recommendation that the number of deputy members should be increased from ten to 12 for each of the three groups, its adoption would mean that the Employers’ and Workers’ groups would still have proportionately more deputies than the Government group. Even if account were taken only of the 14 elective Government seats, there would still be room for a further increase in the number of Government deputy members.

The Working Party had made a number of excellent suggestions for reducing the workload of the Governing Body. The latter at present spent too much time discussing the reports of technical meetings, and it would be desirable, as the Director-General had suggested, for such reports, as well as questions relating to the composition and agenda of technical meetings, to be dealt with by a Governing Body committee. However, it seemed unnecessary to establish a new committee, and it might indeed be useful at some stage to consider the possibility of

¹ See pp. 40-41.
reducing the number of Governing Body committees by amalgamating some of them.

It was somewhat surprising that the Working Party had not devoted more attention to the frequency of Governing Body sessions. Though a reduction in frequency might raise some difficulties, it was a matter which should be considered if the Governing Body approved the proposal of the Financial and Administrative Committee on the adoption of a biennial budget, concerning which he had certain reservations which he would present at the proper time.

He supported the proposals in paragraph 2 of the Office paper.

Mr. Lee (Government representative, China) also supported those proposals.

Although the Governing Body was already large by comparison with the executive bodies of other organisations, the tripartite character of the I.L.O. and the continued increase in its membership justified the proposed increase in the number of deputy members.

The Working Party had done well to recommend a standard programme of meetings for the Governing Body and its committees. This would shorten the duration of Governing Body sessions and thus help to maintain the present high level of representation.

The Director-General's proposals regarding the appointment of committees of technical experts and advisory panels, mentioned in section V of the report, were interesting and merited further consideration by the Governing Body.

Mr. Hill (Government representative, Australia), joining in the tribute to the Chairman and members of the Working Party, considered that the report under discussion was one of the best of all the Working Party's sound and well-balanced reports. Though as yet unaware of his Government's reactions to the report, he could subscribe, by and large, to the views expressed by the Government representatives of Canada, India, the Philippines and Sweden.

The Working Party had undertaken its review of programme and structure at a time when the I.L.O. was undergoing major changes: new methods of budgetary management had been introduced; there had been a striking development of programmes; and the first steps had been taken towards decentralisation. The Working Party could hardly have been expected to foresee and provide for the new situations which would arise as a result of those changes. Their impact would, however, be making itself felt by the time the Conference came to consider the Working Party's reports. In particular, it was to be expected that the implementation of the decentralisation policy would necessitate some
adjustments in the programme and structure of the Organisation and the pattern of I.L.O. meetings. The Australian Government accordingly proposed to review the Working Party's reports carefully prior to the 1969 session of the Conference, with a view to making suggestions at that time concerning such adjustments and further steps towards decentralisation.

Mr. Yllanes Ramos (Employer member, Mexico) expressed satisfaction at the high level of the Governing Body's discussion on the report. It was noteworthy that all the Working Party's reports had stressed the need to maintain the tripartite structure of the I.L.O.

In the case of the Governing Body, while the system of government representation provided both for elective seats and for seats to be allocated to States of chief industrial importance, and while Government representatives spoke only for their own governments, the position with respect to the Employers' and Workers' groups was different in that the Employer and Worker members of the Governing Body, who were elected by the Employers' and Workers' delegates to the Conference, did not, as was pointed out in paragraphs 26 and 27 of the report, represent the employers and workers of their own particular country or region but employers and labour generally within the meaning of the Constitution.

That position, which was based on the Constitution, must remain inviolate. No speaker had in fact called for a change in the Constitution, nor, it was gratifying to note, had anyone either suggested changing the present system in order to increase the influence of a particular group in the Governing Body or questioned the tripartite principle. While the present system might not be entirely satisfactory to all, its many positive features should be recognised and preserved.

The Working Party's reports should be reviewed by the Conference at its 1969 session within the context of the present constitutional structure, which provided the best guarantee that the I.L.O. could retain and enhance the prestige it had won by its efforts to promote social justice.

Lord Collison (Worker member, United Kingdom) felt that the report represented the most that could be achieved at the present time. Though Mr. Borisov had regretted that it did not contain more clear-cut recommendations, it must be remembered that it reflected a compromise, and it provided at least a basis for future progress.

Like Mr. Borisov and other speakers, he accepted the statement in paragraph 18 that the Government group of the Governing Body was now broadly representative of virtually all parts of the world.

1 See pp. 32-36.
As regards representation of workers in the Governing Body, the position of the Workers' group had been clearly stated in paragraphs 26, 27, 40 and 41 of the report. So far as the second sentence of paragraph 27 was concerned, the Workers considered that they had in fact already achieved in their group a proper representation of all parts of the world.

He heartily endorsed Mr. Waline's remarks on the question of confidence. Since, as indicated in paragraph 40, every Worker member of the Governing Body represented workers all over the world, each must enjoy the confidence of his group as a whole. As pointed out in paragraph 41, the Workers had opposed the further definition of detailed methods of representation in the Constitution or the Standing Orders, which would violate the principle of group autonomy.

The Workers accepted the principle of geographical rotation affirmed by the Working Party in its report of 22 February 1967 with respect to the election of the President of the International Labour Conference and restated in paragraph 48 of the present report in regard to the Chairman of the Governing Body and the chairmen of its committees. However, "rotation" was the keyword here. As pointed out in paragraph 48, there was no bar to the election to any such office of any member of any group, and the Governing Body could very well decide to elect an Employers' or Workers' representative to any of these posts.

The Workers' views concerning the method of nomination of members of committees of technical experts and advisory panels were set out in paragraph 98.

As Mr. Haythorne had observed 1, the Working Party's review of programme and structure was by no means exhaustive, although paragraphs 62 and 82 did give some indication of possible future action by the Committee on Operational Programmes. The Governing Body, aided by its committees, should retain full control over programming, especially now that the adoption of a biennial budget was being proposed. Moreover, while there was clearly a link between the I.L.O.'s programme and its budget, the two matters should be considered separately.

The Workers had drawn attention in the Working Party to the need for flexibility in applying the standard programme of Governing Body meetings laid down in paragraph 76 pending the 1969 elections, when it would be possible to select the Workers' representatives on the newly constituted committees having due regard to the requirements of the standard programme.

1 See pp. 37-39.
The Workers supported the recommendation in paragraph 100 of the report and the suggestion in paragraph 101.

It was his understanding that, if the Governing Body adopted the proposals in paragraph 2 of the Office paper, thus approving the Working Party's conclusions, the necessary steps would be taken, as indicated in paragraph 47, with a view to increasing the number of deputy seats in the Governing Body.

The Workers wished to thank the two members present—Mr. Ago and Mr. Haythorne—who had done such fine work as Chairmen of the Working Party and to express appreciation to Mr. Kaplansky, who had been the Workers' original spokesman in its debates.

*Mr. Sheldov* (Government representative, Byelorussia), while recognising that some parts of the report—for instance paragraphs 11, 18 and 48—reflected a positive approach, regretted that little progress had been made in respect of many important matters.

In the first place, though it had twice considered the relationship between the Governing Body and the Conference, the Working Party had failed to recognise explicitly the Conference's status as the supreme I.L.O. organ.

Moreover, though attention had repeatedly been drawn, both at the Conference and in the Governing Body, to the need to ensure equal rights for all member States and all delegates, the position as regards the election of members of the Governing Body was still not satisfactory. Whereas, as indicated in paragraph 39, the Workers' group recognised the importance of a broad representation of all parts of the world, the Employers, while claiming to represent employers all over the world, continued in fact to discriminate against employers' representatives from the Socialist countries. Continued delay in settling this problem might adversely affect the whole future of the Organisation.

He supported the proposal that the Working Party's reports should be reviewed by the Conference at its 1969 session and reserved his Government's right to state its views more fully at that time.

*Mr. Marre* (Government representative, United Kingdom) considered that the report struck the best possible balance between the different points of view expressed in the Working Party and supported the proposals in paragraph 2 of the Office paper. In order that the Conference might have a constructive and forward-looking debate on the Working Party's reports at its 1969 session, delegates should, as suggested in paragraph 101 of the report, show great restraint in submitting to the Conference at that session resolutions under article 17 of its Standing Orders.
Mr. Eggermann (observer representing the International Federation of Christian Trade Unions) reminded members that his organisation's views regarding the role, composition and procedures of the Governing Body had been set out in a memorandum issued in 1965, which made it clear why the I.F.C.T.U. was now dissatisfied with some of the conclusions in the report.

The I.F.C.T.U. had always supported the I.L.O. and its principles, including that of group autonomy; the latter could, however, if carried to extremes, lead to infringement of minority rights. That was why the I.F.C.T.U. had made certain proposals; these were mentioned in the report but had not been adopted by the Working Party, and the matter rested henceforth with the Conference.

Paragraph 83 of the report related to the Committee on Freedom of Association. While paying tribute to the Committee's work, the I.F.C.T.U. considered that it would gain in effectiveness if the procedure did not require complainants—often workers' organisations with meagre resources—fully to substantiate their allegations in cases where their rights had clearly been violated in a manner which rendered them powerless to act. In such cases the Committee should be able to approach governments, possibly through one of the trade union internationals with consultative status. It would be useful for the conclusions of the Committee's review of its procedure to be submitted to the Conference at its 1969 session together with the Working Party's reports.

Mr. Mori (Worker member, Switzerland; Worker Vice-Chairman of the Governing Body) observed that the I.F.C.T.U., which had been represented in the Governing Body for many years until the last elections, had no cause to complain of discrimination on the part of the Workers' group. The outcome of those elections, which he himself deplored, would doubtless have been different but for certain ill-conceived pre-election statements. The workers' electoral college, in expressing its will, had given a lesson which deserved to be pondered.

Mr. Kane (Worker member, Mauritania) was, by and large, well satisfied with the report.

An appropriate balance as between regions was not in itself sufficient to ensure a representative Governing Body. Since the I.L.O.'s task was world-wide, its world-wide credit would depend on how near it came to achieving universality, and the composition of the three groups should accordingly reflect not merely the different regions but also the world political and economic pattern. Diversity was the very essence of an organisation based on the tripartite principle, and dissent, which was bound to occur, should be not feared but regarded, rather, as a source
of enrichment. He accordingly welcomed the views set out in paragraphs 27 and 39 of the report, and especially the reference in the latter to "the importance of a broad representation of all parts of the world in the membership of the Governing Body by means of the democratic procedure already established". Broad geographical representation and democracy were two essential criteria which could very well be combined, at any rate within the Workers' group.

At the same time, Mr. Möri had rightly stressed the importance of the autonomy of groups, which should be able to make their own decisions, free from any outside pressure. That did not, of course, absolve each member as an individual from the duty of speaking his own mind, nor need it prevent one group from offering advice to another, provided it did not infringe its freedom of decision.

The increasing length of Governing Body sessions raised a serious problem by requiring the extended presence of members in Geneva, to the detriment of their work at home. Those who lived a long way from Geneva could not go home during the entire period covered by the May-June session of the Governing Body and the Conference. The problem deserved closer scrutiny, as did that of making more time available for group discussions.

In connection with paragraph 82 of the report, which referred to the forthcoming review of the terms of reference of the Committee on Operational Programmes, there was a widespread feeling in the Workers' group that the Committee's supervisory role in regard to operational programmes should be strengthened, and that it should go on meeting twice a year.

It might be useful for the Working Party to draw up a comprehensive review of its work, taking into account the views expressed in the Governing Body, preparatory to the 1969 Conference debate.

Mr. Parodi (Government representative, France) associated himself in the thanks addressed to the Chairman.

Paragraphs 26 to 45 of the report related to the most difficult problem that had faced the Working Party—that of the Employer and Worker seats on the Governing Body. The essence of it, as indicated in paragraph 27, was how to combine the three essential I.L.O. principles of tripartism, group autonomy and fair geographical representation. This section of the report had been drafted very carefully, and paragraphs 44 and 45 held out some hope for the future, which the statements of certain speakers had appeared to confirm. Any attempt to revise the text would jeopardise all that the Working Party had achieved and all hope of making further progress at the Conference in
1969. The report should therefore be communicated to the Conference as it stood, together with the comments and reservations made in the Governing Body, as had been proposed.

The Chairman felt that the discussion on the report—one of the most frank, moderate, constructive and encouraging discussions which he had witnessed during his 20 years’ membership of the Governing Body—augured well for the more far-reaching and conclusive debate that was to take place at the Conference. It was to be hoped that that debate would be marked by the same spirit as had prevailed throughout the Governing Body’s discussion.

(The Governing Body adopted the proposals in paragraph 2 of the Office paper, with the addition of the words “subject to the comments and reservations made in the course of the discussion” at the end of subparagraph (a).)
Summary of Communications Received on the Proposals concerning the Role, Composition and Procedures of the Governing Body and Its Committees

This appendix contains in summary form the comments and the proposals concerning the role, composition and procedures of the Governing Body and its committees received from governments and from employers’ and workers’ organisations. These communications relate to the two documents transmitted to them by the International Labour Office on the instructions of the Governing Body and entitled respectively “Action Taken on the Resolutions concerning the Programme and Structure of the International Labour Organisation” (document G.B.160/5/15) and “List by Major Categories of Proposals concerning the Programme and Structure of the I.L.O.” (document ORG 32-1, Annex). The numbering of points in this appendix follows the numbering in the list by major categories.

This appendix incorporates all the points made concerning the role, composition and procedures of the Governing Body and its committees.

The Representative Character of the Governing Body

270. The representative nature of the Governing Body is essentially a matter for the electoral colleges. The employers’ organisations of Italy and Japan agree. The Government of Syria considers that membership of the Governing Body should be decided by elections, but that account should be taken of the political tendencies of different groups at the Conference. The Government of Finland doubts whether the system of electoral colleges is the best one and suggests that the criteria for election should be revised.

271. Different regions and different social systems should be equitably represented on the Governing Body. This proposal was made by the Governments of Poland and Ukraine. The same or similar proposals were made by the Governments of Bulgaria, Hungary, Cuba, Rumania, the U.S.S.R., Byelorussia, Yugoslavia, Czechoslovakia, Albania, Upper Volta, Burundi and Mali, by the Workers’ delegates of Yugoslavia, Czechoslovakia, Poland, Bulgaria and Byelorussia, and by the Employers’ delegates of Bulgaria and Cuba. The Governments of Argentina, Burma, Byelorussia, Czechoslovakia, Rumania and the United Arab Republic, the employers’ organisations of Burma and Byelorussia and the workers’ organisations of Burma, Byelorussia, Czechoslovakia and Poland support this proposal. Some of them point particularly to the fact that the World Federation of Trade Unions is not represented in the Workers’ group. The Government of Argentina adds that there should be adequate rotation for non-permanent seats. The Government of Israel
is also in favour of a system of rotation, so that every country can have its turn. The Government of Denmark, the employers' organisations of Italy, Japan and Malaysia and the workers' organisations of Austria, Belgium and the United Kingdom see no reason for any change in the present composition or electoral procedure.

272. Permanent seats on the Governing Body should be abolished. This proposal was made by the Government of Nigeria. The same proposal was made by the Governments of Cuba, the United Arab Republic, the Syrian Arab Republic, Libya, the Central African Republic and Bulgaria, and by the Workers' delegate of the United Arab Republic. The Governments of Czechoslovakia, Ghana, Rumania, Syria and the United Arab Republic and the workers' organisation of Czechoslovakia support this proposal. The Government of Finland also doubts whether there should be such seats. The employers' organisation of Italy and the workers' organisations of Norway and the United Kingdom favour the maintenance of permanent seats. The Government of Argentina also considers that they should be maintained at present because the countries in question have large numbers of workers. However, abolition might be contemplated in future, or the number of permanent seats might be increased to provide places for a few developing countries in the light of their industrial importance.

273. In the Governing Body, taken as a whole, no single country should be represented by more than one regular and one substitute member, each belonging to different groups. This proposal was made by the Government of Poland. The employers' organisations of Italy and Japan oppose this suggestion.

274. Section G of the Standing Orders should be amended to provide for the use of a proportional representation system for the election of Worker members of the Governing Body. This proposal was made by the Workers' delegate of Poland. The same or similar proposals were made by the Governments of the U.S.S.R., Bulgaria, Rumania, Hungary, Czechoslovakia and Cuba, and by the Workers' delegates of the U.S.S.R., Yugoslavia, Czechoslovakia, Byelorussia, the Ukraine, Rumania, Bulgaria, Hungary and Cuba. The Government of Poland favours this proposal, not only for the election of Worker members of the Governing Body but also for all executive organs, including especially the Committee on Freedom of Association. The employers' organisation of Italy and the workers' organisations of Kenya and the United Kingdom are opposed to the suggestion.

275. There should be no change in the present system of electing Worker members of the Governing Body. This proposal was made by the Workers' delegate of Switzerland. The employers' organisation of Italy and the workers' organisation of the United Kingdom support the proposal.

276. Seats in the Employers' group of the Governing Body should be allocated between representatives of the Socialist sector, the nationalised sector and private enterprise on the basis of relative industrial importance. This proposal was made by the Employers' delegate of the U.S.S.R. Similar proposals were made by the Governments of the U.S.S.R., Bulgaria, Rumania, Hungary, Czechoslovakia and Cuba, and by the Employers' delegates of the Ukraine, Poland, Rumania and Byelorussia. The Government of the Ukraine supports the proposal. The employers' organisations of Italy and Japan and the workers' organisation of Kenya oppose this suggestion. The workers' organisation considers it would be harmful for the smaller developing countries.

277. The Appeals Board procedure should be applied if there is discrimination against any group of employers in elections to the Governing Body. This
proposal was made by the Employers' delegate of the Ukraine. The Government of the Ukraine supports the proposal. The employers' organisations of Italy and Japan do not agree.

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Relationship between the Conference and the Governing Body

280. The Conference has the following specific responsibilities: the adoption of Conventions and Recommendations; systematic supervision of the application of Conventions and Recommendations; the revision of Conventions and Recommendations; approval of the budget adopted by the Governing Body; general discussions on items for which the formulation of international standards is impossible; periodical general stock-taking of the activities of the Organisation; discussion of new programme emphases; general review periodically of the operational activities of the Organisation. The initiative for bringing programme development proposals before the Conference rests with the Governing Body and the Director-General; but delegates can take such an initiative through the submission of resolutions, and in the discussion of the Director-General's report. The Conference shapes the general character of the I.L.O.'s programme, and then delegates to the Governing Body and the Director-General the responsibility for translating the wishes it has expressed into practical decisions. The Governing Body has a central co-ordinating responsibility for the conduct of the work of the Organisation. The employers' organisations of Italy and Japan endorse this proposal. The Government of Austria refers only to the need for general stock-taking of activities, which it thinks might take place every five years.

281. There should be no increase in the responsibilities of the Conference and no change in the competence of the Governing Body. This proposal was made by the Government of the United States. The same proposal was made by the Employers' delegates of Sweden, Italy, Cyprus and Belgium.

282. The Conference should be the supreme body of the Organisation, and the Governing Body should be its executive organ. This proposal was made by the Government of Czechoslovakia. The same proposal was made by the Governments of the United Arab Republic, Yugoslavia, Bulgaria, Hungary, Albania, the Ukraine, Poland, the U.S.S.R., Uganda, Nigeria, Chad, Cuba, Sierra Leone and Burundi, by the Employers' delegates of Cuba, Albania and Yugoslavia, and by the Workers' delegates of Czechoslovakia, Bulgaria, Hungary, Cuba, the United Arab Republic, the Ukraine, Yugoslavia and Albania.

283. The respective roles of the Conference and the Governing Body should be defined as follows:

1. The Conference shall be competent—
   (1) to admit new Members;
   (2) to elect the Director-General;
   (3) to approve the agenda of regular sessions of the Conference;
   (4) to approve the programme of activities of the Organisation;

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1 Points 281, 282 and 283 have been grouped because they all concern the desirability or otherwise of increasing the responsibilities of the Conference as the supreme body of the Organisation and reducing the role of the Governing Body to that of an executive organ of the Conference.
(5) to amend the Constitution;
(6) to determine the ten member States of chief industrial importance for the Governing Body;
(7) to elect the Governing Body;
(8) to approve the budget of the Organisation;
(9) to adopt and revise Conventions and Recommendations;
(10) to examine annual and special reports of the Governing Body and to frame instructions to the Governing Body for its future activities;
(11) to decide on the location of the International Labour Office;
(12) to approve recruitment regulations for the staff of the Office;
(13) to approve regulations governing the powers, functions and procedure of regional institutions and conferences;
(14) to discuss any questions which it considers necessary.

2. The Governing Body shall have the following functions:

(1) to act as the executive organ of the I.L.O.;
(2) between sessions of the Conference, to conduct the activities of the I.L.O. in accordance with instructions issued by the Conference;
(3) in general, to conduct the work of the Office and of the various committees and commissions;
(4) to prepare the work programme of the Organisation and to submit it at specified intervals for approval by the Conference;
(5) to be answerable to the Conference for implementation of the programme adopted by the Conference;
(6) to prepare for approval by the Conference the agenda for its regular sessions;
(7) to prepare for approval by the Conference proposals concerning the budget of the Organisation;
(8) to supervise expenditure of the funds of the Organisation;
(9) to decide where the Conference shall be convened;
(10) to prepare for approval by the Conference regulations fixing the powers, functions and procedure of regional institutions and conferences;
(11) to decide the periodicity and form of reports by member States on ratified and unratified Conventions;
(12) to determine the ten member States of chief industrial importance with a view to their selection for the Governing Body by the Conference;
(13) to report on its activities to the Conference.

This proposal was made by the Government of the Ukraine. In the comments received on the List of Proposals, the following support the proposed change: the Governments of Bulgaria, Burma, Byelorussia, Czechoslovakia, Poland, Rumania, Togo, the United Arab Republic, the Ukraine, the U.S.S.R. and Yugoslavia and the workers' organisations of Byelorussia, Czechoslovakia, Poland and the U.S.S.R. The following are opposed to any change in the present relationship between the Conference and the Governing Body (adding in several cases that the Conference must continue to be the supreme organ): the Governments of Austria, China, the Federal Republic of Germany, Ghana,
Israel, Italy, Japan, Malaysia, New Zealand, Sweden, Switzerland, the United Kingdom and the United States, the employers' organisations of Austria, Canada, Ceylon, Cyprus, Denmark, Ghana, Italy, Japan, Malaysia, Norway, Sweden and Uganda and the workers' organisations of Austria, Belgium, Mexico, Norway, Switzerland and the United Kingdom. Those who support the proposal of the Ukrainian Government do not as a rule enter into the details of the suggested functions of the Conference and the Governing Body, but in the following cases explicit approval of certain points was expressed. The Governments of Byelorussia, Czechoslovakia, Rumania, the U.S.S.R. and Yugoslavia and the workers' organisation of Poland state that the Conference should elect the Director-General on the basis of proposals from the Governing Body. The Governments of Byelorussia, the United Arab Republic, the U.S.S.R. and Yugoslavia consider that the Conference should be responsible for approving the agenda of its regular sessions. The Governments of Byelorussia, Yugoslavia and the U.S.S.R. and the workers' organisation of the U.S.S.R. hold that the Conference alone is competent to approve the programme of activities of the Organisation, and the Government of Yugoslavia adds that the Conference should also approve recruitment regulations for the staff of the Office. As regards the Governing Body, the Government of the U.S.S.R. states that one of its functions between sessions of the Conference should be to conduct the activities of the I.L.O. in accordance with instructions issued by the Conference. The Governments of the U.S.S.R. and Yugoslavia also say that it must be answerable to the Conference for implementation of the programme adopted by the latter organ, and the Yugoslav Government further favours regular reports to the Conference on the activities of the Governing Body. The Government of Bulgaria, while it expresses general approval of the proposals of the Government of the Ukraine, submits its own suggestion for a new text of article 2 (a) of the Constitution which differs in certain respects from that contained in point 283 of the List of Proposals. The Governments of Argentina, Ceylon and Syria, while not expressing an opinion on the proposal of the Government of the Ukraine, agree that the Conference must continue to be the supreme organ of the Organisation. Several of those who oppose any change in the present structure add certain comments, which are as follows. The Government of Israel considers that the over-all authority of the Conference should be maintained, but that it should only shape the general character of the programme and should delegate to the Governing Body and the Director-General responsibility for implementing its decisions. The Governments of New Zealand and the United States say that the responsibilities of the Conference should not be extended to include administrative details. They are opposed to any limitation of the competence of the Governing Body. The Government of Ethiopia also considers that the Conference should be discharged of all routine matters so that all delegates can participate in discussing major policy questions. The employers' organisation of Canada believes that both the Conference and the Governing Body could be made more effective; both are too big and the former has too many items on its agenda. The employers' organisation of Cyprus feels that no additional responsibilities should be placed on the Conference, which already fritters away time on political discussions. On the other hand, the membership of the Governing Body, which should direct the work of the I.L.O., should be increased. The employers' organisation of Norway takes the view that the Conference is already overburdened, and that the proposed change would increase the possibilities for politically inspired discussions and would hamper efficiency, since the Governing Body is a more suitable organ for taking decisions on many questions.

284. Democratic election by the Conference of executive organs; responsibility of these organs to the Conference; right to end their term of office
before expiry; democratic control of the organs and secretariat of the I.L.O. by ad hoc committees elected by the Conference; answerability to them of (1) the Governing Body, in respect of the implementation of the programme adopted by the Conference, and (2) the Director-General, who should be appointed by the Conference on the proposal of the Governing Body, in respect of his activities as a whole. This proposal was made by the Government of Poland. The Governments of Bulgaria, Byelorussia, Rumania, the Ukraine, the U.S.S.R. and Yugoslavia and the workers’ organisations of Poland and the U.S.S.R. favour this proposal. The idea is opposed by the Government of Austria, the employers’ organisation of Italy and the workers’ organisation of the United Kingdom.

285. Only the Conference is qualified to determine the policy, principles and tasks of the I.L.O. This proposal was made by the Government of Yugoslavia. The workers’ organisation of Kenya agrees, but adds that more latitude should be left to the Governing Body and to regional bodies to make proposals on such matters. The employers’ organisation of Italy does not agree with the proposal.

286. The position and scope of activities of the Governing Body and the Director-General should be clearly defined. This proposal was made by the Government of Poland. The Governments of Burma and Ethiopia agree. The Government of Syria concurs in respect of the Governing Body, but adds that it should decide its own agenda. The Government of Austria and the employers’ organisation of Italy see no need for such definition.

287. While the supremacy of the Conference should be recognised, it is not possible for it to work out the details of a programme. The Governing Body, as an executive organ, should be strong, but should associate the Conference with its work as closely as possible. This proposal was made by the Government of Tunisia. The Government of Ethiopia agrees with this suggestion.

288. Detailed reports should be prepared on each of the I.L.O.’s organs, and such reports should be discussed at a special session of the Conference. This proposal was made by the Government of Libya. The employers’ organisation of Italy opposes the suggestion.

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1 It may be presumed that those who support the Ukrainian proposal (point 283) also feel a need for clear definition.