MINUTES
OF THE
99TH SESSION
OF
THE GOVERNING BODY
MONTREAL—16, 17 and 27 SEPTEMBER 1946
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MINUTES OF THE 99TH SESSION

The 99th Session of the Governing Body of the International Labour Office was held in the University of Montreal on Monday 16, Tuesday 17 and Friday 27 September 1946.

The Governing Body was composed as follows:

Government group:
- Australia: Mr. WYNES.
- Belgium: Mr. TROCLET.
- Brazil: Mr. AMADO.
- Canada: Mr. MACNAMARA.
- Chile: Mr. BUSTOS LAGOS.
- China: Mr. Li Ping-heng.
- Egypt: RADI Bey.
- France: Mr. Justin GODART.
- India: Mr. LALL.
- Mexico: Mr. RODRIGUEZ.
- Netherlands: Miss STEMBERG.
- Peru: Mr. ALVARADO.
- Poland: Mr. ALTMAN.
- Sweden: Mr. BJÖRCK.
- United Kingdom: Mr. MYRDDIN-EVANS, Chairman.
- United States of America: Mr. MORSE.

Employers' group:
- Mr. EDGLEY (substitute for Mr. GEMMILL).
- Mr. ERULKAR.
- Sir John FORBES WATSON.
- Mr. LECOCQ.
- Mr. OERSTED.
- Mr. WALINE.
- Mr. RAMOS.
- Mr. ZELLERBACH.

Workers' group:
- Mr. ANDERSSON.
- Mr. FINET.
- Sir Joseph HALLSWORTH.
- Mr. JOUAUX.
- Mr. LOMBARDO TOLEDANO.
- Mr. MONK.
- Mr. NORDAHL.
- Mr. WATT.

Regular members absent:

Government group:
- India: Sir Samuel RUNGANADHAN.

Employers' group:
- Mr. GEMMILL.
- Mr. Li Ming.

Workers' group:
- Mr. BENGOUGH.
- Mr. CHU.
The following deputy members or their substitutes were present:

**Government deputy member:**
- Mr. Koch.

**Employers' deputy members:**
- Mr. Kugelberg (substitute for Mr. Söderbäck).
- Mr. Kuntschen.
- Mr. Pons.
- Mr. Vaňek.

**Workers' deputy members:**
- Mr. Ibáñez Aguilà.
- Mr. de Vries.

The following representatives of official international organisations were present by invitation:

**Intergovernmental Committee on Refugees:**
- Miss Biehle, Resident Representative in Washington.

**Provisional International Civil Aviation Organisation:**
- Dr. Roper, Secretary-General.
- Mr. Marlin, Liaison Officer.

**United Nations Relief and Rehabilitation Organisation:**
- Dr. Dai, Acting Chief of the Secretariat of U.N.R.R.A.

There were also present:

- Mr. E. J. Phelan, Director of the International Labour Office.
- Mr. J. Rens, Assistant Director.
- Mr. G. A. Johnston, Assistant Director.
- Mr. R. Lafrance, Secretary of the Governing Body.
- Mr. C. W. Jenks, Legal Adviser.
- Mr. S. Jacklin, Financial Adviser.

- Mr. Bell, accompanying Sir Joseph Hallsworth.
- Mr. Brown, accompanying Mr. MacNamara.
- Mr. Burton, substitute for Sir John Forbes Watson.
- Mr. England, accompanying Mr. Lall.
- Mr. Goulet, accompanying Mr. MacNamara.
- Mr. Gurmani, accompanying Mr. Lall.
- Mr. Holland, accompanying Mr. Morse.
- Mr. Laves, accompanying Mr. Morse.
- Mr. Mendes Fernández, accompanying Mr. Rodríguez.
- Mr. Mazhar, accompanying Radi Bey.
- Miss Miller, accompanying Mr. Morse.
- Mr. Odholm, accompanying Mr. Kugelberg.
- Mr. V. Cyril Phelan, accompanying Mr. MacNamara.
- Mr. Pickford, substitute for Mr. Myrrdin-Evans.
- Mr. Renaud, accompanying Mr. MacNamara.
- Mr. Ricard, accompanying Mr. Koch.
- Mr. Thorsson, substitute for Mr. Björck.
- Mr. Van Remoortel, substitute for Mr. Troclet.
- Mr. Wallin, accompanying Mr. Troclet.
- Mr. Wou Saofong, substitute for Mr. Li Ping-heng.
MINUTES OF THE FIRST SITTING (PRIVATE)

(Monday, 16 September 1946—3.45 p.m.)

At this sitting, which was held in private, the Governing Body considered the seventeenth item on the agenda (Appointment of Director of the International Labour Office).

In accordance with the provisions of Article 10 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.

MINUTES OF THE SECOND SITTING

(Monday, 16 September 1946—4.20 p.m.)

The Governing Body was composed as follows: Mr. MYRDDIN-EVANS (Chairman), Mr. ALTMAN, Mr. ALVARADO, Mr. AMADO, Mr. BJÖRCK, Mr. BURTON, Mr. BUSTOS LAGOS, Mr. ERLUL, Mr. FINET, Mr. Justin GODART, Sir Joseph HALLSWORTH, Mr. IBÁÑEZ AGUILA, Mr. JOHUAUX, Mr. KUGELBERG, Mr. LALL, Mr. LECOCQ, Mr. Li Ping-heng, Mr. LOMBARDO TOLEDANO, Mr. MACNAMARA, Mr. MONK, Mr. MORSE, Mr. NORDAHL, Mr. OERSTED, Radi Bey, Mr. RODRIGUEZ, Miss STEMBERG, Mr. TROCLET, Mr. WALNE, Mr. WATT, Mr. WYNES, Mr. YLLANES RAMOS, Mr. ZELLERBACH.

Commemoration of the Independence of Mexico

The Chairman, before proceeding with the agenda, called on Mr. Alvarado to make a statement.

Mr. Alvarado said that the Governing Body was beginning its 99th Session on an historic date, the date of the independence of Mexico. He did not want this coincidence to pass unnoticed, for the date at which so powerful a national community had acquired its independence was of special importance not only to the American countries but to the world. The fact that the Governing Body included a representative of the Government of Mexico, a representative of the employers and a representative of the workers of Mexico showed that the international community fully recognised the leading part played by Mexico in social affairs and the example it gave to the other American countries and to the countries of the other continents.

He believed that he was expressing the feeling of the whole of the Governing Body in emphasising the importance of this historic date and in greeting the representatives of the three groups on which the economic activity of the great country of Mexico was based.

The Chairman was sure that the Governing Body would be grateful to Mr. Alvarado for calling its attention to the fact that the session was beginning on a day dedicated to the independence of Mexico. He thought that it would be a gracious act and a mark of the affection and esteem in which the Governing Body held its Mexican colleagues if a message of greetings were sent to the Government of Mexico.

It was agreed that the Chairman should send greetings to the Mexican Government, on behalf of the Governing Body, on the occasion of the celebration of the independence of Mexico.

Mr. Rodriguez, on behalf of the Mexican people and Government and of the Mexican members of the Governing Body, expressed his great gratitude to Mr. Alvarado for having referred to the anniversary of the independence of Mexico, and to the Governing Body itself for the message which it had decided to send to the Mexican Government.
SEVENTEENTH ITEM ON THE AGENDA (continued)

Appointment of Director of the International Labour Office

The Chairman announced that in private sitting the Governing Body had unanimously decided to appoint Mr. Edward J. Phelan as Director of the International Labour Office, with effect from the date on which he assumed the duties of Acting Director. The appointment carried with it all the duties, responsibilities and emoluments attaching to the functions of Director from that date, and, further, was subject to the provisions of Article 18 of the Staff Regulations. He asked the Director to make the declaration of loyalty provided for in the Staff Regulations.

The Director stood up to make the following declaration:

I solemnly undertake to exercise in all loyalty, discretion and conscience the functions that have been entrusted to me as Director of the International Labour Office, to discharge my functions and regulate my conduct with the interests of the International Labour Organisation alone in view, not to seek or receive instructions from any Government or other authority external to the International Labour Organisation, and at all times to uphold the provisions of the Constitution of the International Labour Organisation.

Mr. Justin Godart believed that he was speaking for all the members of the Governing Body in thanking its Officers for having placed the question of the appointment of a Director on the agenda. Personally, he had been rather worried during the past few years to see the word "Director" preceded by the word "Acting", which seemed to diminish his authority at a time when he was carrying the heavy burden of the Office's administration during the difficult war years with all the responsibilities which this involved. It was therefore only just that the Governing Body should decide to appoint Mr. Phelan Director today. He was glad that the Government group had instructed him to propose to the Governing Body that it should appoint Mr. Phelan as Director.

There was no need for him to sing the praises of the new Director, whose modesty was well known. Nevertheless, he was impelled by his affectionate regard for Mr. Phelan and his gratitude for his intelligent labours over so many years to say that no better choice could have been made, nor one which would better safeguard the future of the Organisation.

The new Director had been one of those who had worked most closely and loyally with Albert Thomas. The Governing Body had seen him at work over a long period of years. He would continue the tradition which had been created by Albert Thomas and which had been maintained after him with such vigour, dignity and intelligence by Harold Butler and John G. Winant. While the other international institutions were succumbing to the storm one by one, Mr. Phelan had managed to keep the International Labour Organisation alive during its exodus to Canada, where it found the hospitality which had enabled it to survive and to develop. Proof of its vitality was given while the war was still in full swing by the Conferences held at New York and at Philadelphia, and then in 1945 by the Conference which France had had the honour of welcoming in Paris. Mr. Phelan thus had an eminent title to be appointed Director at last. The Government group unanimously supported his nomination, secure in the conviction that under him the International Labour Office would pursue its international and humanitarian mission of promoting social reform.

Mr. Oersted said that he was one of the few members of the Governing Body who had had the pleasure of knowing Mr. Phelan since the inception of the Organisation in 1919. He had had the privilege of working with Mr. Phelan for over a quarter of a century, and he now had the greatest pleasure in congratulating him
on his definitive appointment. He agreed with Mr. Godart that it was a pity that Mr. Phelan had had to sign the Office's documents as Acting Director for so long. The Governing Body could congratulate itself on its choice.

Both on his own behalf and on behalf of the Employers' group, he congratulated Mr. Phelan most sincerely on his appointment.

Sir Joseph Hallsworth, on behalf of the Workers' group, paid tribute to the eminent qualities of Mr. Phelan and to his services to the Organisation. Mr. Phelan had assumed the real duties of the Director at a time when the war was at a very critical stage. He was sure that those who had been intimately acquainted with his work and had co-operated with him during those difficult days appreciated what a tower of strength and a mainstay he had been to the International Labour Office.

It was fitting today to recognise his eminent qualities and his services to the Organisation from its beginnings by giving him the title which he had earned long since, but which the Governing Body had been prevented from giving him because the mandate of its members had expired at the time when he took over the responsibility of directing the Office in 1941. The Workers' group enthusiastically supported Mr. Phelan's nomination and wished him the health and strength to carry on the traditions of the Organisation.

Mr. Jouhaux thought that he would be failing in his duty if he did not express his profound satisfaction with the decision which the Governing Body had just taken. He had known the Director ever since the International Labour Office was founded and had been able to appreciate both his intelligence and the perspicacity he had always shown in following the development of problems and seeking the most concrete solutions possible. He had read with the greatest of pleasure the Director's book on Albert Thomas. In no other book had he ever found such an intelligent insight into the thoughts and deeds of a great man.

Today Mr. Phelan was at last receiving the title of Director after having carried out the duties of that office in practice under particularly difficult circumstances, at a time when the spirit of internationalism was passing through something of a crisis. It was fortunate that he should officially take over the directorship of the Office, for he would carry on the great tradition of Albert Thomas, which was to guide the International Labour Organisation towards the goal of universality and social justice through the common effort of all countries on a basis of equal rights and duties. Never had such action been more necessary, and he was sure that Mr. Phelan, with the active help of the Governing Body, would work for the solution of present problems so that peace could at last be established in the world in a spirit of equality and social justice.

The Chairman said that Sir John Forbes Watson, one of the oldest members of the Governing Body, who was confined to his room by illness, had asked him to read out the following letter:

Dear Mr. Chairman:

I am very sorry that, as I am confined to my room with a feverish cold, I will not be able to be present personally at the meeting of the Governing Body this afternoon when it will proceed to elect the Director of the International Labour Office.

Had I been present, I would have had much pleasure in supporting the candidature of Mr. E. J. Phelan, who has held the position of Acting Director for many years and whose outstanding ability is known to all.

In these circumstances, I would not have proposed to detail his many qualifications, but I would have asked permission to refer, as one of the older members of the Governing Body, to the devotion with which he has served our Organisation since its foundation and how much our Organisation owes to him for the unique position it holds today in the international world. He was present at the birth of the I.L.O. and he has nursed it to the exclusion of all other interests, through all its troubles, ever since.
He and I have often differed—good nurses are usually sensitive about advice from outside—but this has only served to bring home to me the single-mindedness with which Mr. Phelan has worked for the welfare of the I.L.O. and which it is fitting we should recognise in the appointment we make today.

Sincerely yours,

(Signed) John Forbes Watson.

The Chairman added that it only remained for him to offer Mr. Phelan the congratulations of the whole of the Governing Body on his appointment and to say publicly what he had already said in private session, namely that he considered it a privilege to speak for the Governing Body on this occasion.

As Sir John Forbes Watson had said, Mr. Phelan had been present at the birth of the Organisation; he had even taken part in its conception. He had served the Organisation continuously ever since. No man had ever given more to the Organisation and no man had ever deserved better of it. Today he had reached the culmination of his life's ambition, the ambition to serve the Organisation in the highest post it had to offer.

The Director said that his first words to the Governing Body as Director must be devoted to thanking all its members, and in particular the Chairman, Mr. Justin Godart, Mr. Oersted, Sir Joseph Hallsworth and Mr. Jouhaux, for the kind and too generous terms in which they had described some of the services which in their opinion he had rendered to the Organisation. He had been particularly touched by the letter from Sir John Forbes Watson, who had taken the trouble to ask the Chairman to convey to the Governing Body what he would have said himself had he been able to be present. He was all the more touched because, as Sir John had said, he and Sir John had not always been in full agreement. Nevertheless, he thought that they had been in full agreement in their devotion to the Organisation although they might have differed upon occasion as to the way in which, in a particular instance, that devotion might be given the most effective form.

Mr. Justin Godart, Mr. Oersted, Sir Joseph Hallsworth and Mr. Jouhaux had all referred to the fact that the Director had actually been performing the functions of his office and bearing its responsibilities during the difficult period of the war. That was so; nevertheless, he did not consider the decision taken by the Governing Body as a mere formality for, as he had said in the private sitting, he thought that no international body had in its power to bestow a higher honour than that which the Governing Body had just bestowed upon him, and which he accepted above all in a spirit of humility.

He did not think that he need make any declaration of policy to the Governing Body and to the public. He had made the formal declaration of loyalty, part of which was perhaps somewhat negative, since he had pledged himself not to receive instructions from any outside authority whatsoever; but the declaration ended on a positive note since the Director bound himself to uphold the provisions of the Constitution of the International Labour Organisation in all circumstances. With the Constitution was associated the Declaration of Philadelphia, in which the International Labour Conference had reformulated the aims and objects of the Organisation and which he hoped would soon become an integral part of the Constitution.

It was his desire to try to the best of his energy, ability and such intelligence as he might possess to secure that the Constitution and the Declaration of Philadelphia should find as wide an application as possible.

In declaring that he would uphold the Constitution of the International Labour Organisation, he had also declared his devotion to its tripartite character. It naturally happened in international life that the Director had to take decisions when the Governing Body was not in session. When he had to do that, he would always try to imagine what decisions the Governing Body would have taken had it been in session and had there been an opportunity for the usual discussion between
all three groups. He could not, of course, guarantee always to interpret exactly what would have happened in those circumstances, but that would be the constant guide to his judgment. He would therefore endeavour always to carry out the policy which the Governing Body had laid down or that which he believed the Governing Body would lay down if it were faced with the particular problem which had to be faced by the Director.

Lastly, he wished to repeat what he had said in the private sitting, namely that he could not hope to face his responsibilities with any degree of success if he did not possess the support of all three groups in the Governing Body, as it had just been manifested, and if he did not have what he thought he could claim to have—the confidence and assistance of his colleagues on the staff.

In Mexico, the Chairman of the Governing Body had described in words, which had remained in his mind, the moral and spiritual position of the International Labour Organisation in the world, by saying that no other organisation could contribute so much to the cause of the liberty of the individual and the dignity of the human soul. In undertaking his responsibilities he could make at least one promise, and that was to do his best.

*Opening of the Session*

_The Chairman_ said that at the opening of the sessions of the Governing Body it was customary to say farewell to friends who had disappeared and to welcome newcomers.

The Governing Body would regret the passing of Mr. Tom Moore, a leader of the Canadian labour movement and a staunch champion of the principles for which the International Labour Organisation stood. As regards the international side of Tom Moore’s activities, he could do no better than read the following passage from the Director’s Report:

Besides being a widely known and respected national figure, active in promoting better labour-management relations and enjoying the confidence of Government and employers as well as of labour, Tom Moore was also a keen internationalist. He was associated with the International Labour Organisation from the outset, having attended the First Session of the Conference in Washington in 1919 as Canadian Workers’ adviser. In March 1920 he sat on the Governing Body for the first time, at its 3rd Session in London, as a substitute workers’ representative. He was elected as a regular Workers’ member in 1922 and served continuously until he resigned his position in the Canadian trade union movement, attending the sessions regularly and taking a leading part in the group. During that period he also regularly attended the sessions of the International Labour Conference as Canadian Workers’ delegate. He will be widely missed both in national and international circles.

The Governing Body would mourn the passing of a friend.

He was glad to welcome the Honorable David A. Morse, Assistant Secretary of Labor, who had been appointed regular representative of the United States Government on the Governing Body. He was certain that Mr. Morse would continue the tradition of co-operation which had been a feature of the United States Government’s participation in the Organisation since 1934.

He also welcomed Mr. Bustos Lagos, former Minister of Labour of Chile, and now Consul-General of Chile in Montreal and regular representative of the Chilean Government on the Governing Body.

Mr. Koch, Director in the Danish Ministry of Labour and Social Affairs, who was deputy member for Mr. Björck, was attending a session of the Governing Body for the first time and he was happy to welcome him.

He also offered a welcome to Mr. Wynes, who had attended previous sessions, but who was present for the first time as the regular representative of the Australian Government on the Governing Body; to Mr. Lall, Secretary to the Government
of India in the Department of Labour, who was replacing Sir Samuel Runganadhan; to Mr. Li Ping-heng who had been absent for some time owing to illness and whom he was glad to see restored to health; to Mr. MacNamara, who because of his pressing duties had been unable to attend recent sessions; to Mr. Troclet, Minister of Labour of Belgium, who had also been unable to leave his work to attend the last session of the Governing Body; and lastly, to Mr. Altman, Polish Government representative, whom he was glad to see back again.

In the Employers' group, Mr. Kugelberg was attending a session for the first time as substitute for Mr. Söderbäck, deputy member, and Mr. Vaňek of Czecho-slovakia was attending a session for the first time since the war; the Governing Body was very happy to renew its acquaintance with him.

In the Workers' group, Mr. Bengough and Mr. Chu were absent and were replaced by two deputy members, Mr. Finet and Mr. Nordahl.

He also wished to welcome a very old friend of the Governing Body in a new guise, and to congratulate Sir Joseph Hallsworth on the honour which King George VI had conferred on him. He felt that that honour was a recognition not only of Sir Joseph's work in the trade union movement in Great Britain, but also of the services which he had rendered to the peoples of the whole world through his long association with the International Labour Organisation.

He wished to add an expression of the sympathy of the whole Governing Body to Sir Joseph, to his son, who was a member of the Office staff, and to his daughter in the great loss they had suffered in the death of Lady Hallsworth.

Lastly, he welcomed the representatives of other international organisations present at the session, namely, Dr. Albert Roper, Secretary-General of the Provisional International Civil Aviation Organisation, who was accompanied by Mr. Marlin; Dr. Poeliu Dai, Acting Chief of the Secretariat of the United Nations Relief and Rehabilitation Administration; and Miss Martha Biehle, Resident Representative in Washington of the Intergovernmental Committee on Refugees.

FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 98th Session

The Governing Body approved the Minutes of the 98th Session subject to any corrections which members might communicate to the Office.

TENTH ITEM ON THE AGENDA

Report of the Negotiating Delegation

The Chairman said that the Delegation had been established at Philadelphia to negotiate with any world organisations which might be set up, in order that the International Labour Organisation might be in a position to collaborate with them. Subsequently, as a result of the San Francisco Conference, the United Nations Organisation had been set up and an article had been included in its Charter providing for bringing what were called the specialised agencies into relationship with the United Nations. The International Labour Organisation had been regarded as one of those specialised agencies.

Later, the Economic and Social Council of the United Nations, at its session in London early in 1946, had set up a committee to enter into negotiations with the delegations of the specialised agencies for the purpose of coming to an agreement on the method of relationship. Negotiations had been conducted in the first place between the Secretariat of the Economic and Social Council and the International Labour Office in March and April 1946 and a tentative draft agreement had been drawn up. That draft had been submitted to the Negotiating Delegation which had made certain alterations in it. The Governing Body had been informed of the position at its session in May.

The negotiations between the Negotiating Delegation of the Governing Body and the United Nations Economic and Social Council had taken place in New York
on 28 and 29 May, and had resulted in the drawing up of a draft agreement which had been circulated to members of the Governing Body. This agreement provided for bringing the International Labour Organisation into relationship with the United Nations and set out the basis of the relationship between them.

This document was before the Conference and it did not seem necessary to go through it in detail. After rather difficult negotiations the Negotiating Delegation had arrived at an arrangement which it unanimously regarded as extremely satisfactory to the Organisation. The Delegation had not got everything for which it asked, but it had got a very great deal. It found that the Negotiating Committee of the Economic and Social Council was most co-operative and did its best to meet the Delegation on all the points to which the latter attached particular importance.

He wished to pay tribute to the Economic and Social Council and to its chairman, Sir Ramaswami Mudaliar, the representative of the Government of India, who presided over the proceedings, for the great understanding they had shown with regard to the various considerations placed before them by the Delegation.

Article 20 of the Draft Agreement provided that it should come into force as soon as it was approved by the General Assembly of the United Nations and the General Conference of the International Labour Organisation. The Draft Agreement had already been accepted by the Economic and Social Council and had been submitted by the Council to the General Assembly. It was to be considered by the Assembly at the session which was to open in New York on 23 October.

The Draft Agreement was now before the International Labour Conference, and he hoped that it would be unanimously approved.

Mr. Justin Godart, on behalf of the members of the Delegation, wished to add, to what the Chairman had said, that during the historic meetings held on 28 and 29 May, the Chairman had conducted the discussion with courteous tenacity and with a complete grasp of the problems involved. He set out the solutions which were desired with a clarity which convinced all those present. Thanks to his authority he was able to carry through negotiations which promised to be particularly difficult. During those two days, the Chairman had enabled the International Labour Organisation to take a step forward which would secure its future position among the new international organisations. He thought that the Governing Body owed the Chairman a debt of gratitude for the decisive part he had played.

Mr. Troclet said that Belgium was not represented on the Negotiating Delegation of the Governing Body, but it had been represented on the United Nations Economic and Social Council by Mr. Dehousse, who was a faithful friend of the International Labour Organisation.

Like Mr. Godart, he wished to pay a tribute to the Chairman of the Governing Body who, according to the reports which had reached him, had conducted the negotiations with authority, competence and diplomatic skill. The results which were now before the Governing Body were largely due to the efforts and experience of the Chairman.

He wished also to thank the other members of the Delegation. It was always difficult to obtain international agreement, when the wishes of the various groups constituting the International Labour Organisation had to be reconciled, on solutions which were generally satisfactory, especially when it was a case of negotiations with another powerful international organisation. On behalf of all those who had the interests of the International Labour Organisation at heart, he felt that he was paying a debt of gratitude in thanking all the members of the Delegation.

The Director and his colleagues, who had so thorough a knowledge of the Organisation, had given valuable help to the negotiators and were also entitled to the gratitude of the Governing Body.

It was thanks to all these united efforts, and also to the admirable spirit which the Governing Body Delegation had shown, that it had been possible to reach results which were really remarkable. Remembering the uncertainty which still existed at the Paris Conference, it might be said that considerable progress had been made.
which should be emphasised and on which the Governing Body should congratulate itself. Thanks to the Draft Agreement, the International Labour Organisation would be able to make a new start and to rejuvenate itself. It was to be hoped that it would achieve results as encouraging and as satisfactory as those which it had achieved between the two wars.

He noted that through this Draft Agreement with the United Nations the International Labour Organisation had secured rights which were relatively greater than those granted to other international organisations. He had heard from those who had taken part in the negotiations that this result was largely due to the sound experience of the International Labour Organisation and to the conscientious work which it had done for over twenty years. Nevertheless, he thought it regrettable that Paragraph 3 of Article 9 of the Draft Agreement did not allow the Governing Body to apply directly to the International Court of Justice for advisory opinions. He would have liked the Governing Body to enjoy a greater measure of independence in this respect. For the time being there was no question of amending the Draft Agreement, which was extremely favourable, but he thought it his duty to call the attention of the Governing Body to this point so that if the Agreement were to be amended in future an effort might be made to secure rather more independence for the Organisation in the event of its wishing to apply to the International Court of Justice.

The Chairman said that he was deeply touched by the remarks made by Mr. Godart and Mr. Troclet. He did not feel that he deserved all their words of praise, which he thought should rather have been addressed to the Delegation as a whole. No chairman could have had a more loyal delegation to support him. Sometimes he had had to meet points as they came up without having any possibility of consulting his colleagues, and it was because he knew that he could count on their loyal support that he had been able to deal with those points as appeared right to him, and in a way which they had approved.

He wished to thank all the members of the Delegation for their contribution to the making of an agreement which, when it had been adopted by the Conference and the Assembly, would mark a big step along the road of international collaboration upon which the future of the world depended.

He had noted Mr. Troclet's remarks in connection with Paragraph 3 of Article 9. At that stage it had not been possible to secure a more satisfactory arrangement. He understood that Mr. Troclet did not suggest that any attempt should be made to obtain a revision of the Agreement on this point at the present time, but he was sure that the Governing Body would bear the point in mind in connection with any future revision of the Agreement.

The Governing Body took note of the Draft Agreement with the United Nations which was submitted to it for information and noted that it would be considered by the Conference in the course of its current session.

FOURTEENTH ITEM ON THE AGENDA

Observations of Governments on the Report of the Conference Delegation on Constitutional Questions

The Chairman said that this document, too, had been laid before the Governing Body for information only. He recalled that the Conference Delegation on Constitutional Questions had been set up by the International Labour Conference at its 27th Session in Paris. The Delegation had met in London during January and February and had agreed upon a unanimous report on all the questions under consideration, with the exception that it had not been able to reach agreement on the question of representation and that it had deferred the problem of the position of Federal States to a later meeting.
It had been decided that this report should be communicated to Governments for their observations, on the understanding that the Chairman might convene another meeting of the Delegation to consider the replies of Governments if this appeared necessary.

By the middle of August a substantial number of replies had been received by the Office from Governments. These had been communicated to the Chairman for consideration, and he had come to the conclusion that it was not necessary to convene a further meeting of the Delegation.

The Governing Body took note that the report of the Conference Delegation on Constitutional Questions, together with the replies of Governments, had been laid before the Conference, which would consider them in connection with Item 2 of its Agenda.

The sitting closed at 6.25 p.m.

Guildhaume MYRDDIN-EVANS.
MINUTES OF THE THIRD SITTING

(Tuesday 17 September, 1946—10.20 a.m.)

The Governing Body was composed as follows: Mr. MYRDDIN-EVANS (Chairman); Mr. ALTMAN, Mr. ALVARADO, Mr. AMADO, Mr. BJÖRCK, Mr. BURTON, Mr. BUSTOS LAGOS, Mr. DE VRIES, Mr. ERULKAR, Mr. FINET, Mr. JUSTIN GODART, Sir Joseph HALLSWORTH, Mr. IBÁNEZ AGUILA, Mr. JOUHAUX, Mr. KUNTSCHEN, Mr. LALL, Mr. LECOCQ, Mr. LI Ping-heng, Mr. MENDES FERNÁNDEZ, Mr. MONK, Mr. MORSE, Mr. NORDARL, Mr. OERSTED, RADI BEY, Mr. RENAUD, Miss STEMBERG, Mr. TROCLET, Mr. WALINE, Mr. WATT, Mr. WYNES, Mr. YLLANES RAMOS, Mr. ZELLERBACH.

SECOND ITEM ON THE AGENDA

Effect to be given to the Resolutions adopted by the International Labour Conference at its 28th Session

I. Resolution concerning Incomplete Delegations.

The Chairman said that this Resolution called attention to the difficulties which arose owing to the sending by some countries of incomplete delegations to the Conference. It suggested that the Governing Body should undertake a study of the question of the representation of States Members at the Conference by incomplete delegations with a view to appropriate measures being taken.

The Governing Body instructed the Office to study the question of incomplete delegations and to lay before it at an early session suggestions as to any further measures which might be taken to secure the sending of full delegations to the Conference.

II. Resolution concerning Continuous Employment for Seafarers.

The Chairman said that pending the placing of this question on the agenda of the Conference, the Resolution invited all States Members to keep the Office informed of developments in that field.

The Governing Body authorised the Office to communicate the text of this Resolution to the Governments of States Members; in the light of any information which might be received from Governments in accordance with the Resolution the Office would continue to study the question and would suggest further action when it considered it appropriate.

III. Resolution concerning Seafarers' Organisations.

The Chairman emphasised the importance of this Resolution and quoted its main recommendations. The Office suggested that the text of the Resolution should be communicated to Governments, and that the attention of Governments should be drawn to a passage of the Report submitted by the Resolutions Committee at the Seattle Conference.

The Governing Body authorised the Office to communicate the text of the Resolution to the Governments of States Members and to draw their attention to the statement contained in the Report of the Resolutions Committee to the Conference defining the intention of the last paragraph of the Resolution.

IV. Resolution concerning the Composition of the Joint Maritime Commission.

The Chairman said that the first part of this Resolution asked the Governing Body to consider the desirability of reconstituting the Commission on a tripartite basis, while continuing to provide for bipartite discussions wherever suitable or
desirable. Secondly, the Resolution suggested the amendment of the Standing Orders of the Commission with a view to permitting the respective groups to appoint substitutes to take the place of regular members unable to attend the proceedings of the Commission. Finally, the Conference requested the Governing Body to increase the number of regular members of the Commission from nine to twelve for each group. He proposed to take the last point first.

Sir Joseph Hallsworth said that in the view of the workers' representatives the various parts of the Resolution were closely connected. The Workers' group held a very strong view on the reconstitution of the Commission on a tripartite basis. This, however, was a point on which agreement had not been reached at Seattle, whereas there was so little opposition to the increase in the number of regular members of the Committee on each side that the groups appointed a number of deputy members in advance, so that if the proposed enlargement of the Commission were adopted the first three deputies on each side would become regular members.

The increase in the number of members from each side was, of course, without prejudice to the question of the tripartite character of the Commission.

The Chairman asked the Governing Body to take a decision on the question of the increase in the number of members of each group, without prejudice to the general question of whether the Commission should be reconstituted on a tripartite basis or not.

The Governing Body decided to increase the number of members of each group on the Joint Maritime Commission from nine to twelve, and took note that at the elections held during the 28th Session of the Conference the Shipowners' group and the Seafarers' group had each made additional appointments with a view to completing the membership of the Commission.

The Chairman pointed out that the Office note suggested that the question whether the Commission should be reconstituted on a tripartite basis should be postponed until a later session, because of the strong opposition of the shipowners to the inclusion of Government representatives in the Commission.

Sir Joseph Hallsworth wished to make a few observations before a decision was taken to adjourn the question.

As was indicated in the Office paper, it had already been agreed that committees set up by the Joint Maritime Commission to consider certain questions might be bipartite or tripartite, according to circumstances. It was now proposed that steps should be taken to make the Commission itself tripartite.

He wished to point out that some of the observations in the Office paper might be misunderstood. He referred to the following passage: "In reply to the seafarers' reference to the analogy of the industrial committees, it was pointed out that so far these committees had no achievements to their credit and that consequently this argument had no validity". He wished to point out that while it was still rather too early to expect positive achievements from the work of the industrial committees, nobody should deny that in many ways they had already had an indirect influence which could not be measured in terms of Conventions. He therefore could not accept that the short experience of the working of industrial committees should be used as an argument against the ultimate reconstitution of the Joint Maritime Commission on the same tripartite basis as the industrial committees. It would be a mistake for the Governing Body to belittle the potentialities of the industrial committees, the establishment of which marked an important new development by extending the participation of workers' and employers' representatives in the work of the Organisation. The opportunities for such participation ought to be broadened still further by means such as those which were offered by the establishment of industrial committees.

Subject to that observation, the Workers' group was prepared to fall in with the views of the other groups if they wished for time to reflect further on the question of changing the character of the Joint Maritime Commission.
Mr. Oersted said that the Employers' group did not oppose postponement of the question until the next session of the Governing Body, but reserved the right to oppose the suggested change when it came before the Governing Body again.

The Chairman said that it was fully understood that the question was left entirely open.

With regard to the passage in the Office paper to which Sir Joseph Hallsworth had referred, he pointed out that this was based on a statement made by the shipowners at Seattle, and did not commit anybody except those who had made it.

The Governing Body decided to postpone until a later session consideration of the question of the reconstitution of the Joint Maritime Commission on a tripartite basis, on the lines suggested in the Resolution adopted by the Seattle Conference.

The Chairman said that the Seattle Resolution also suggested that the Standing Orders of the Joint Maritime Commission should be amended so as to permit the respective groups as wholes to appoint the substitutes who should take the place of regular members unable to attend the proceedings of the Committee.

The Standing Orders of the Joint Maritime Commission required amendment in a number of respects. He therefore suggested that the matter should be left over until a later session of the Governing Body, when the Office might submit a paper on the amendment of the Standing Orders of the Joint Maritime Commission as a whole.

The Governing Body decided to postpone until a later session consideration of possible amendment to the Standing Orders of the Joint Maritime Commission.

V. Resolution concerning the Safety of Life at Sea.

The Chairman said that this Resolution welcomed the arrangements that were being made with a view to calling an International Diplomatic Conference on Safety of Life at Sea, and requested the Governing Body to suggest participation at this Conference not only of shipowners' and seafarers' representatives as national delegates, but also of representatives of the Joint Maritime Commission in a consultative capacity.

The Office suggested that this Resolution should be communicated to the Governments of States Members. No further action would seem to be called for until such time as the date of the proposed diplomatic conference was announced.

The Governing Body authorised the Office to communicate the text of this Resolution to the Governments of States Members.

VI. Resolution concerning the Ratification of Conventions.

The Chairman said that this Resolution drew attention to the desirability of early and simultaneous ratification of the Conventions adopted at Seattle and requested all the delegates present to urge such early ratification on their respective Governments.

The Governing Body authorised the Office to communicate the text of this Resolution to the Governments of States Members.

VII. Resolution concerning Seafarers' Compensation Claims Arising out of the War.

The Chairman said that this Resolution urged that special consideration should be accorded to the compensation claims of Allied merchant seamen.

The Governing Body authorised the Office to communicate the text of this Resolution to the Governments of States Members.
VIII. Resolution concerning the Future of the Maritime Department of the International Labour Office.

The Chairman said that this Resolution invited the International Labour Office, in consultation with the interests concerned, to make the necessary studies and preparations with a view to considering the possibility of the adoption of an International Fishermen's Charter, along the lines of the International Seafarers' Charter.

The Governing Body instructed the Office to consult the Governments and the representatives of the fishing industry and any organisations concerned with a view to the preparation of a report on the possibility of adopting international regulations on conditions of employment in that industry.

IX. Resolution concerning Seamen's Welfare in Ports.

The Chairman said that this Resolution requested the Governing Body to investigate the effect of the Recommendation adopted in 1936 concerning seamen's welfare in ports and to consider the question of promoting seamen's welfare in ports on the basis of international collaboration.

Sir Joseph Hallsworth wished to emphasise the importance of this Resolution. It was ten years since the Recommendation had been adopted, and many new measures had been introduced since that time. Nevertheless, there was still a great deal to be done for the improvement of the welfare arrangements for seamen in ports.

The Governing Body instructed the Office to communicate the text of this Resolution to the Governments of States Members and to request them to report on the action taken or contemplated on the Recommendation concerning seamen's welfare in ports adopted in 1936. In the light of the replies received, the Office should prepare a report to the Governing Body on the action taken by Governments and make suggestions for such further action as might be thought desirable and possible.

X. Resolution conveying the Thanks of the Conference to the Authorities and People of the North-West.

The Chairman said that this Resolution called for no special action by the Governing Body, but he was sure that the members of the Governing Body, and especially any of them who had been at Seattle, would endorse what was said in the Resolution.

The Governing Body associated itself with the sentiments expressed in this Resolution.

FOURTH ITEM ON THE AGENDA

Questions Relating to Industrial Committees

I. Meetings of the Iron and Steel Committee and the Metal Trades Committee.

The Chairman said that this part of the Office paper gave a short account of the meetings of these two Committees, held at Cleveland and Toledo respectively. The results of the work of these Committees had already been laid before the Governing Body. All that the Governing Body had to do was to decide on the action to be taken in regard to some of the resolutions. Several of the resolutions adopted by the Iron and Steel Committee invited the Office to undertake certain enquiries and studies, notably in connection with safety measures, industrial relations, conditions of labour, wage schemes, purchasing policies of large consumers of steel, technological changes and steel statistics. These suggestions were being examined by the Office.
There were certain other resolutions relating to freedom of association, collective bargaining and full employment which were addressed primarily to Governments. The Office proposed that these resolutions should be brought to the attention of Governments.

The Governing Body authorised the Office to draw the attention of Governments to the resolutions adopted by the Iron and Steel Committee on these various subjects.

The Chairman said that with regard to the shortage of fuel and to the question of underdeveloped countries, the Committee had suggested that the Economic and Social Council of the United Nations should be invited to take action.

The Governing Body authorised the Office to draw the attention of Governments to the resolutions adopted by the Iron and Steel Committee on these various subjects.

The Governor said that with regard to the shortage of fuel and to the question of underdeveloped countries, the Committee had suggested that the Economic and Social Council of the United Nations should be invited to take action.

The Governing Body authorised the Office to communicate these resolutions to the Economic and Social Council as well as to Governments.

Sir Joseph Hallsworth assumed that the fact that the resolutions on these problems were to be communicated to the Economic and Social Council did not mean that the International Labour Organisation would relinquish its interest in them, but that it would be kept in close touch with any action taken by the Economic and Social Council so that the Organisation might participate in such action.

The Chairman said that the Committee concerned would certainly make a point of following up the action taken in such cases.

With regard to the Metal Trades Committee, the action proposed by the Office was similar to that suggested in respect of the resolutions of the Iron and Steel Committee. Some of the suggestions made by the Metal Trades Committee were under consideration. There were other resolutions which suggested that Governments should take certain action in matters of education, industrial safety and health, Government expenditure on capital goods, consumers' goods and services, unemployment insurance, social security and industrial relations.

The Governing Body authorised the Office to communicate these resolutions to the Economic and Social Council as well as to Governments.

The Chairman said that the Committee concerned would certainly make a point of following up the action taken in such cases.

With regard to the Metal Trades Committee, the action proposed by the Office was similar to that suggested in respect of the resolutions of the Iron and Steel Committee. Some of the suggestions made by the Metal Trades Committee were under consideration. There were other resolutions which suggested that Governments should take certain action in matters of education, industrial safety and health, Government expenditure on capital goods, consumers' goods and services, unemployment insurance, social security and industrial relations.

The Governing Body authorised the Office to draw the attention of Governments to the resolutions mentioned above, including Part I of the resolution on Industrial Relations.

The Chairman pointed out that the Office paper suggested that certain resolutions should be communicated to the Economic and Social Council as well as to Governments.

The Governing Body authorised the Director to communicate to the Economic and Social Council, as well as to Governments, the resolutions adopted by the Metal Trades Committee concerning shortages of steel, new equipment and coal in Europe and the needs of industrially underdeveloped regions.

The Chairman said that two resolutions dealing with the international standardisation of statistics of accidents and occupational diseases and the international standardisation of warning signs were addressed to the Governing Body directly.

The Governing Body postponed consideration of these resolutions to a later session until such time as the agenda for the second session of the Metal Trades Committee should be under consideration.

The Chairman said that in accordance with the procedure approved at the 98th Session, the Office, after consulting the Chairmen and the Vice-Chairmen of the Governing Body, had communicated the resolutions adopted by the two Committees to the Governments pending their consideration by the Governing Body. The Governing Body was now asked to decide whether a further communication should be addressed to Governments conveying its views on the resolutions.

He suggested that the Governing Body might wait until Governments submitted any observations they might wish to make on the resolutions which had already been communicated to them.

Sir Joseph Hallsworth thought that, if it had not already been done in the communication sent to Governments, the importance of the question raised in the
resolutions of the Iron and Steel Committee and the Metal Trades Committee should be stressed. He did not suggest that any explanation need be added to the text of the resolutions, but in view of the general world economic situation it would be a good thing to emphasise the importance of early examination by the Governments of the suggestions made by the Committees.

The Chairman said that the communications already sent to Governments requested them to consider the resolutions and to communicate their observations as early as possible.

II. Programme of Meetings.

(a) Petroleum Committee.

The Chairman reminded the Governing Body that it had gratefully accepted the invitation extended to it by the Peruvian Government to hold the first session of this Committee in Lima. It seemed that the most convenient date for the holding of this meeting would be in February 1947. The precise date might be settled by the Director in consultation with the Chairman of the Governing Body and with the Government of Peru.

The Governing Body authorised the Director to convene the meeting of the Petroleum Committee at a date to be settled in consultation with the Chairman of the Governing Body and the Peruvian Government.

(b) Coal Mines Committee and Inland Transport Committee.

The Chairman recalled that the first sessions of these two Committees had been held in December 1945. The Office paper suggested that the second session of these committees should be held before the 30th Session of the Conference, which was to take place in Geneva in June 1947. It was suggested that these Committee meetings might also take place in Geneva, between the spring session of the Governing Body and the 30th Session of the Conference.

The Governing Body authorised the Director to convene the second sessions of the Coal Mines Committee and the Inland Transport Committee in Geneva, at dates to be settled in consultation with the Chairman of the Governing Body.

The Chairman said that the agenda for these two meetings had been provisionally agreed upon at the 98th Session of the Governing Body. The Office paper indicated that the first item on the agenda of both meetings, namely the General Report, would deal, inter alia, with the following points:

(a) The action taken in the various countries in the light of the decisions of the first meetings;
(b) The steps taken by the Office to follow up the studies and enquiries proposed by the Committee but not placed on the agenda for the second meeting;
(c) Recent events and developments in the industry in question.

Mr. Troclet observed that the Industrial Committees would be enabled to follow up the action taken as a result of their previous work by means of a general report which constituted the first item on the agenda of the various meetings. In order further to stress the continuity of the work of the Committees, he thought that the agenda of all the sessions of Industrial Committees should include a second special point, namely "action taken on the decisions of previous sessions". He thought that, in order to lay down a tradition for future meetings of the Industrial Committees and to emphasise the importance of their results, it would be useful to adopt this method of stressing the continuity of their work.

After an exchange of views, it was agreed that in framing the agenda of the various committees the three points mentioned under (a), (b) and (c) above should figure as sub-headings to Item 1 of the Agenda: General Report.
The Governing Body gave final approval to the agendas of the second sessions of the Coal Mines Committee and the Inland Transport Committee, in the following terms:

**Coal Mines Committee:**

1. General report dealing, *inter alia*, with the following points:
   
   (a) Action taken in the various countries to give effect to the decisions of the first meeting;
   
   (b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee but not placed on the agenda for the second meeting;
   
   (c) Recent events and developments in the industry.

2. Utilisation of the resources of the coal mining industry:
   
   (a) **Economic**: Statement of the position with regard to the production and consumption of coal in the different countries, showing the needs which the industry has to meet;
   
   (b) **Human**: Study of the steps that have been and might be taken in regard to the recruitment and training of labour. The information presented under (a) and (b) would throw light on the problem of hours of work, to which the Committee attaches special importance;
   
   (c) **Technical**: A survey of the technical advances made in the various countries and of the prospects of improvement.

**Inland Transport Committee:**

1. General report dealing, *inter alia*, with the following points:
   
   (a) Action taken in the various countries to give effect to the decisions of the first meeting;
   
   (b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee but not placed on the agenda for the second meeting;
   
   (c) Recent events and developments in the industry.

2. Problems of manpower:
   
   Outline of the problems to be dealt with in regard to the recruitment, training and use of labour in inland transport.

3. Industrial relations:
   
   Survey of organisation amongst employers and workers in the various branches of transport, developments in the machinery for regulating wages and adjusting differences and disputes, experience with regard to employer-worker co-operation.

4. Inland transport statistics:
   
   Study of the collection and standardisation of labour statistics in the inland transport industry.

The Chairman proposed that the appointment of the representatives of the Governing Body at the coming meeting of the Coal Mines Committee and the Inland Transport Committee should be postponed until a later sitting when the three groups would be in a position to make nominations.

*This proposal was adopted.*

The Chairman said that the question of the appointment of the chairman for the first meetings of these two Committees had been the subject of prolonged debate.
Some members thought that the chairman should be appointed by the Governing Body itself, while others thought that it should be left to each Committee to appoint its own chairman. Ultimately the Governing Body had appointed chairmen for the first meetings of each Committee, on the understanding that the Governing Body should decide later whether that practice should be continued in future or not.

It was now necessary for the Governing Body to take a decision with regard to the appointment of the chairmen for the second meetings of the Coal Mines Committee and the Inland Transport Committee.

Mr. Oersted thought that the chairmen of the Industrial Committees should continue to be appointed by the Governing Body. It was important that the chairmen should be thoroughly familiar with the procedure of the International Labour Organisation.

The Governing Body decided to appoint the chairmen of the two Committees concerned.

Mr. Justin Godart proposed that Mr. Troclet, who had presided over the first session, should be appointed as the chairman of the second session of the Coal Mines Committee.

The Governing Body appointed Mr. Troclet as chairman of the second session of the Coal Mines Committee.

Miss Stemberg proposed that Mr. Hauck, who had already presided over the first session, should be appointed chairman of the second session of the Inland Transport Committee.

The Governing Body appointed Mr. Hauck as chairman of the second session of the Inland Transport Committee.

Mr. Oersted said that the question of the number of experts on each of the two Committees still remained to be settled. The Office suggested that the number should be the same as for the first session, namely, two members from each group. So far as the Inland Transport Committee was concerned, he could not accept that figure. At its first session, this Committee had set up three subcommittees, one for rail transport, one for road transport, and one for docks. It was impossible for two experts to sit on three subcommittees, and he thought that provision should be made for three members from each group from each country.

Sir Joseph Hallsworth pointed out that Mr. Oersted's proposal would have financial consequences. He wondered whether the approval of the Conference would have to be sought for additional provision in the 1947 budget to meet this increased cost.

Mr. Oersted thought that the financial provision already made would be sufficient, since some of the Committees which it was proposed to convene in 1947 would probably not meet in that year; furthermore, the fact that two Committee meetings would be held in Geneva would mean that the expenses would be less than if the meetings were held elsewhere.

Sir Joseph Hallsworth pointed out that if the number of members on one Committee was increased, proposals for a similar increase might be expected in the case of other Committees, and he wondered whether the Employers' group would be prepared to approve such proposals.

If the necessary financial provision could be made, the Workers' group saw no objection to increasing the number of members of Industrial Committees. He wished, however, to be sure that if it proved to be financially possible to increase the number of members on one committee as a result of exceptionally favourable circumstances, no objection would be raised to proposals to enlarge other committees on the pretext that the same circumstances did not apply.

Mr. Oersted thought that in the case of proposals to enlarge other Committees each case should be considered on its merits. So far as the Inland Transport
Committee was concerned, it seemed only logical that three members from each group and each country should be provided, since the committee had set up three subcommittees.

The Chairman said that the effect of Mr. Oersted's proposal would be that each State participating in the Committee would send nine members. This Committee was already the largest of the Industrial Committees, comprising 26 States. If Mr. Oersted's proposal were adopted, therefore, the result would be a Committee of 234 members. An addition of 78 to the present membership of the Committee would involve considerable financial implications.

Mr. Oersted had suggested that this additional expenditure could be financed out of the existing provision made in the draft budget which was coming before the Conference. There would, however, also be proposals in connection with this budget involving substantial additional expenditure, namely, in respect of staff salaries and pensions, and it was hoped that the additional provision to meet this extra expenditure could be found within the total of the budget. It would be necessary for the Office and the Finance Committee to be consulted as to whether the additional expense involved by an increase in the number of members of the Inland Transport Committee could be met out of existing credits.

A further point was that even if, as Mr. Oersted had suggested, the costs of meetings held in Geneva were to be lower than elsewhere, it could not be expected that the Committees would meet in Geneva every year, so that considerable additional expenditure would be involved if the membership of one or more Committees were to be increased. If the Employers' group could agree that the present membership of the Inland Transport Committee should be maintained for the coming session, there would be time to consider the financial implications of the problem in detail in the light of the experience gained at the second session of the Committee.

Mr. Oersted pointed out that his proposal had been made in the interest of the International Labour Organisation, and in particular in the interest of the Industrial Committees, the work of which he hoped would become increasingly successful.

The reasons why a meeting held in Geneva would be less expensive than a meeting held in some other city were, first, that it would not be necessary to transport equipment and staff; secondly, that there would be no travel expenses in respect of the staff; and thirdly, that if the meeting were held almost immediately before the Conference, the travelling expenses of the members of the Committees would be considerably reduced.

He would not insist on the Governing Body taking an immediate decision, but he suggested that the Office should prepare a paper for submission to the Finance Committee and then to the Governing Body, in the course of or immediately after the Conference.

The Chairman pointed out that the agenda of the Finance Committee was already very heavy.

Mr. Oersted appreciated the difficulties raised by his proposal and was prepared to withdraw it for the time being, on the understanding that he might raise the question later after the second session of the Inland Transport Committee.

(c) Iron and Steel Committee and Metal Trades Committee.

The Chairman reminded the Governing Body that it had already accepted the kind invitation of the Swedish Government to hold these two meetings in Stockholm. Having regard to the views expressed by the Swedish Government, the Governing Body might decide provisionally that the second sessions of these two Committees should be held in Stockholm in August 1947, leaving the exact date to be settled by the Director and the Chairman of the Governing Body in consultation with the Swedish Government.
Mr. Waline said that the French employers' representatives who had attended the meetings at Cleveland and Toledo had been greatly interested in the work of these two Committees. This confirmed him in his belief that the Industrial Committees might render very valuable services. It was therefore important that their work should be well known. To this end, the French employers' representatives had made reports on the work of the Committees at the general meetings of the employers' organisations.

He agreed with Mr. Troclet that it was essential to stress the action taken as a result of the work of the first meetings of the Industrial Committees. In this connection, he referred particularly to the question of accident prevention to which the Iron and Steel Committee had given particular attention.

With regard to the agenda of the two meetings, he would like to see a better French translation of the term "minimum income security", as he thought that the expression "revenu minimum" used in French was not clear enough.

It was agreed that the drafting of the agenda would be improved on this point.

Mr. Wynes said that the Australian Government thought that the decision as to the date of the second sessions of the Iron and Steel Committee and the Metal Trades Committee should be deferred. His Government fully appreciated the generosity of the Swedish Government in issuing its invitation. Nevertheless, it might be questioned whether the stage had yet been reached at which a second meeting of these committees should be held. It was the view of the Australian Government that the question of the second sessions of the Committees should be settled in each case in the light of the progress made at the first session. From the reports of its own representatives at the first sessions of these two Committees, the Australian Government was not satisfied that a second session was warranted in August 1947. He therefore asked that a decision on the matter should be deferred.

Sir Joseph Hallsworth said that the Workers' group could not support the proposal made by Mr. Wynes. The big iron and steel producing countries, and those with important metal trades, would be greatly disappointed if the Committees did not meet as had been proposed almost a year ago. The Workers' group wished to see the continuity of the work of the Committees maintained. At a time when rapid economic changes were taking place in the world, it would be very wrong to slow down the programme of the Industrial Committees.

Mr. Troclet, on behalf of the Belgian Government, supported Sir Joseph Hallsworth's remarks. He thought that the work of the Industrial Committees was a valuable contribution to social progress and proposed that the dates suggested for the meetings of the two Committees should be retained.

The Chairman pointed out that there was no question of automatic meetings of the Industrial Committees. The Governing Body took a decision on each meeting, and it was in this connection that it was considering today whether the second sessions of the two Committees were to be held in August 1947. If no decisions were taken at the present session, the Governing Body could not take a decision until March 1947. It was essential, however, that the Office should have plenty of time to prepare the necessary documents for the Committees and, in those circumstances, having regard to the remarks made by various members of the Governing Body, he wished to ask Mr. Wynes whether he maintained his objection.

Mr. Wynes said that his instructions were definite on that point. The Australian Government quite appreciated that if the question were adjourned no decision could be taken until March 1947. Neither his Government nor he himself wished to raise any question as to the value of the Committees' work. Their objections were directed solely to the question of the date of the meetings, since they thought that the time was not yet opportune to convene a second session of the Committees concerned.
The Chairman thought that the Governing Body as a whole supported the date proposed for the meetings of the Iron and Steel and Metal Trades Committees. It would be stated in the minutes that the Australian Government considered that it was premature to decide the date of the next session of the two Committees in question. On this understanding he thought that the Governing Body could be regarded as approving the decision.

Mr. Wynes said that this procedure was satisfactory to him.

The Governing Body decided that the second sessions of the Iron and Steel Committee and the Metal Trades Committee should be held in August 1947, at dates to be settled by the Director in consultation with the Chairman of the Governing Body and with the Swedish Government.

The Chairman asked the Governing Body to approve the agenda of the sessions of the Iron and Steel Committee and the Metal Trades Committee.

In reply to a question by Mr. Zellerbach, Mr. Rens said that at the first meetings of the Iron and Steel Committee and the Metal Trades Committee it had been suggested that the agenda of the next session should include the various wage systems in force in the different countries, and in particular certain proposals to ensure a stable income to the worker over a specified period. In certain countries discussions were going on with regard to two schemes aiming at providing workers with a steady income on the basis of a steady job. It was to meet the desire expressed by the Committees that the Office had proposed the drafting of a report on these matters.

The Governing Body approved the agenda for the second sessions of the Iron and Steel Committee and the Metal Trades Committee, in the following terms:

Iron and Steel Committee:

1. General report dealing, inter alia, with the following points:
   (a) Action in the various countries to give effect to the decisions of the first meeting;
   (b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee, but not placed on the agenda for the second meeting;
   (c) Recent events and developments in the industry.
2. Regularisation of production and employment at a high level.
3. Minimum income security (annual and other wage systems designed to provide assured earnings).
4. Labour-management co-operation.

Metal Trades Committee:

1. General report dealing, inter alia, with the following points:
   (a) Action taken in the various countries to give effect to the decisions of the first meeting;
   (b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee, but not placed on the agenda for the second meeting;
   (c) Recent events and developments in the industry.
2. Regularisation of production and employment at a high level.
3. Minimum income security (annual and other wage systems designed to provide assured earnings).
4. Labour-management co-operation.
The Governing Body took note that, under the authority already granted to him, the Director had decided, in consultation with the Chairman of the Governing Body and the Belgian Government, to convene these two Committees, which were to meet in Brussels in the autumn, on the following dates: Textiles Committee: 14-22 November; Building, Civil Engineering and Public Works Committee: 25 November-3 December.

The sitting closed at 12.30 p.m.

Guildhaume MYRDDIN-EVANS.
MINUTES OF THE FOURTH SITTING

(Tuesday, 17 September 1946—3.25 p.m.)

The Governing Body was composed as follows: Mr. MYRDDIN-EVANS (Chairman); Mr. ALTMAN, Mr. ALVARADO, Mr. ANDERSSON, Mr. BJÖRCK, Mr. BURTON, Mr. BUSTOS LAGOS, Mr. ERULKAR, Mr. FINET, Mr. Justin GODART, Sir Joseph HALLSWORTH, Mr. IBÁÑEZ AGUILA, Mr. JOUHAUX, Mr. KUNTSCHEN, Mr. LALL, Mr. LECOCQ, Mr. LI Ping-heng, Mr. MONK, Mr. MORSE, Mr. NORDAHL, Mr. OERSTED, RADI Bey, Mr. RENAUD, Miss STEMBERG, Mr. TROCLET, Mr. WALINE, Mr. WATT, Mr. WYNES, Mr. YLLANES RAMOS, Mr. ZELLERBACH.

Absent: Mr. AMADO, Mr. RODRÍGUEZ.

FOURTH ITEM ON THE AGENDA

Questions Relating to Industrial Committees (continued)

III. Other Meetings.

Proposed New Committee for the Chemical Industries.

The Chairman said that this question had been raised at the 98th Session, but consideration of it had been postponed. Having regard to the fact that if the proposed Committee were to be set up, it could not, in any case, meet in 1947, since the programme was already overcrowded and no financial provision had been made for such a Committee, he wondered whether it would not be desirable to postpone discussion of the matter until the session to be held in March 1947.

Mr. Yllanes Ramos appreciated the fact that the proposed Committee would not be able to meet during 1947. Nevertheless, the Latin American countries were anxious that a decision should be taken at once on the principle of setting up the Committee so that the details could be settled at the next session and the Committee could meet in 1948.

Sir Joseph Hallsworth said that in the first place the Workers' group were anxious that the Committee for the Chemical Industries should be kept quite separate from the Petroleum Committee. For the rest, the group supported the views expressed by Mr. Yllanes Ramos with regard to the desirability of taking a decision on the principle at once. He therefore proposed formally that the Governing Body should decide in principle to set up a Committee for the Chemical Industries, on the understanding that the Committee should meet when practicable and when the necessary financial provision had been made for it.

The Governing Body decided in principle to set up a Committee for the Chemical Industries, on the understanding that the Committee should meet when practicable, and when the necessary financial provision had been made.

Representation of Women's Interests at Industrial Committee Meetings.

The Chairman drew attention to a suggestion made by the Correspondence Committee for Women's Work to the effect that women's interests should be properly represented at meetings of Industrial Committees at which questions concerning women were under consideration.

In the record of the meeting of the Correspondence Committee on Women's Work, which constituted the seventh item on the agenda of the present session, it was suggested that the Governing Body should authorise the Office, when extending invitations to Committee meetings dealing with industries in which a high proportion of female labour was employed, or to Committees at which
questions especially concerning women were to be discussed, to draw the attention of Governments to the importance of including experts on women's employment problems among the delegates and advisers attending the meetings.

This point arose specifically in connection with the meeting of the Textiles Committee which was to be held in Brussels in November 1947.

Sir Joseph Hallsworth said that the Workers' group was unanimously of the opinion that it would be a very great mistake to try to interfere with the selection by workers' organisations, which represented both men and women, of workers' representatives on the Industrial Committees. There were, within the workers' organisations, enough people who were familiar with the conditions of employment of women to make it unnecessary to have recourse to so-called experts who might have no trade union experience and might represent nothing but their own theoretical views.

The Workers' group therefore objected to the principle of the suggestion that had been made.

The Chairman drew the attention of Sir Joseph Hallsworth and the Workers' group to the fact that the suggestion had been drafted very carefully, and that it did not imply that the experts on women's problems should necessarily be women. There was no question of suggesting to Governments that they must include persons of any particular kind in their delegations, nor of trying to dictate to Governments how they should select members of Industrial Committees; all that was suggested was that Governments might bear in mind this particular consideration when nominating the representatives of their country to the Industrial Committees.

Sir Joseph Hallsworth thought that it was the use of such careful language that was liable to cause confusion. For his own part, he wished to make it quite clear that the Workers' group intended to preserve absolutely the freedom of action of the trade unions in the various countries with regard to the nomination of representatives on the Industrial Committees. The best experts were those who had wide practical experience of the working of the industries concerned.

What the Workers' group wished to avoid was the inclusion in the Industrial Committees of persons from outside the ranks of the trade unions. Governments would, of course, be free to include among their own representatives experts on women's work if they so desired. But there could be no question of interfering with the selection by the workers' organisations of their own representatives. With regard to the Textiles Committee, for instance, the British Trades Union Congress, in consultation with the textile workers' unions, had already nominated its representatives, none of whom happened to be a woman. Although the Lancashire textile industry largely employed women workers, it was often the case that women preferred to be represented by men.

The Chairman thought that there was no incompatibility between the remarks made by Sir Joseph Hallsworth and the suggestion made by the Correspondence Committee on Women's Work. He thought, moreover, that a refusal by the Governing Body to accept this quite proper suggestion might well be misunderstood in other quarters. He wondered whether the Workers' group would be willing to agree to action along the lines suggested, provided that the Office underlined the fact that there was no intention of interfering with the discretion of the various parties to select their representatives on the Industrial Committees, and that the matter was put forward merely as one of the considerations which might be borne in mind by Governments and by the organisations.

Sir Joseph Hallsworth said that the Workers' group would agree to the Chairman's proposal.

The Governing Body decided that effect should be given to the suggestion made by the Correspondence Committee on Women's Work along the lines proposed by the Chairman.
Fifth Item on the Agenda

Relations with other International Organisations

*International Monetary Fund and International Bank for Reconstruction and Development.*

The Director said that the paper submitted to the Governing Body on this matter was a routine paper which the Governing Body now had before it at each of its sessions; it contained mainly the information intended to enable the Governing Body to follow the pattern of the relations between the International Labour Organisation and other international organisations as they developed. Some of the information given in the note was already out of date. The first part of the paper did not require any decision on the part of the Governing Body.

With regard to the International Monetary Fund and the International Bank for Reconstruction and Development, an important new development was recorded. It would be remembered that at the Bretton Woods Conference, discussions had taken place which were of great interest to the International Labour Organisation. On the suggestion of the Organisation, reference was made in the statutes of both these international agencies to the fact that in their operations they should bear in mind certain fundamental social objectives, in particular full employment.

These new bodies were highly technical and dealt with a very specialised field. It was both interesting and important that they, on their side, should have taken the initiative in asking the International Labour Organisation to enter into closer contact with their work. The paper which the Office had laid before the Governing Body contained the text of a telegram addressed to the Director by Mr. Snyder, Chairman of the Board of Governors of the International Monetary Fund and of the International Bank for Reconstruction and Development, in which he said that it had been suggested that the International Labour Organisation might wish to send an observer to the first annual meetings of the Bank and the Fund, and that if the Organisation were willing to accept such an invitation, he would propose to the Boards of Governors that an invitation be sent.

In the light of the previous discussion in the Governing Body and of the decisions of the Philadelphia Conference concerning collaboration with other international agencies, he had replied that the Organisation would be very pleased to receive such an invitation. This might well be the beginning of a close collaboration between the International Labour Organisation and these two important financial agencies.

It would seem desirable that the Governing Body, on its side, should add the International Monetary Fund and the International Bank for Reconstruction and Development to the list of international organisations invited to be represented at the meetings of the International Labour Organisation in accordance with the Resolution adopted at Philadelphia.

The Chairman said that the invitation which the Organisation had received was an important development in the realm of international co-operation. He was sure that the Governing Body would welcome this indication of the desire of the Bank and of the Fund to co-operate closely with the International Labour Organisation. He also thought that the Governing Body would wish to accept the proposal that these two agencies should be added to the list of international organisations which should be invited to be represented at I.L.O. meetings.

The Governing Body decided to add the International Monetary Fund and the International Bank for Reconstruction and Development to the list of international organisations invited to be represented at I.L.O. meetings in accordance with the Philadelphia Resolution.
International Health Conference.

The Director said that the Governing Body would also have to take a decision with regard to the International Health Conference and the World Health Organisation which would grow out of the work of that Conference.

The members of the Governing Body would remember that in the Declaration of Philadelphia the International Labour Organisation had pledged its full co-operation with other international bodies, with special reference to those which might be concerned with the promotion of the health of the people. The World Health Organisation, which was now in process of creation, was specifically covered by that pledge. The Governing Body would no doubt note with satisfaction that in the Constitution of the Health Organisation, which had been drafted by the Conference, it was laid down that the Health Organisation would act in co-operation with other specialised agencies in respect of a number of matters of direct interest to the International Labour Organisation, notably the prevention of accidents, the improvement of nutrition, housing, sanitation, recreation, economic and working conditions and other aspects of environmental hygiene, the promotion of maternal and child welfare, the study of administrative and social techniques affecting public health, and medical care, both from the preventive and curative points of view.

This was a series of questions in which the International Labour Organisation was interested and in which the new Health Organisation would clearly also be interested. The terms of reference of the Health Organisation were very wide, but in defining those terms of reference, which would cover some of the territory of the International Labour Organisation, the International Health Conference had itself expressed the desire to co-operate with other specialised agencies concerned, and that clearly included the International Labour Organisation.

As in the past, there would be questions of the delimitation of the respective activities of the different organisations to be solved. In the case of industrial hygiene, for instance, the matter had been dealt with by the I.L.O. under a relatively narrow aspect, but it had a more general aspect as part of the general treatment of health problems as a whole.

The only solution to these overlapping competences would clearly be a very close liaison between the International Labour Organisation and the World Health Organisation when the latter came into being, so as to avoid both the invasion by one organisation of the other's territory and duplication of work and expenditure. Consequently, as the proposed Constitution of the Health Organisation provided for co-operation with other international agencies such as the I.L.O., the latter, on its side, should take practical steps to give effect to the principle in the Declaration of Philadelphia to which he had already referred. The Governing Body would no doubt wish to add the Interim Commission of the World Health Organisation, and the Permanent World Health Organisation when it was established, to the list of international organisations invited to attend I.L.O. meetings in accordance with the Philadelphia Resolution.

Mr. Jouhaux had no objection to the suggestion contained in the Office paper and explained by the Director. Nevertheless, he thought that it was regrettable that all problems of this kind should be discussed and decided in different international committees. It was dangerous for the responsibilities of the Organisation to be dissipated. The International Labour Organisation had a clearly defined task, and the various organisations which had already been established or were planned were proposing to take up problems which were now within the competence of the International Labour Organisation.

He wondered how these problems would be dealt with by these various agencies, which undoubtedly had praiseworthy and very humanitarian aims, but which did not always have a very concrete basis and were sometimes guided by sentimental considerations.

While he accepted the proposals made, therefore, he hoped that the respective territories of the various agencies would be delimited as early as possible so that
there should be no risk of seeing the authority of the International Labour Organis-
ation dissipated among a number of agencies which might arrive at different
solutions, thus making it difficult for the Organisation to carry on its activities.

The Director said that Mr. Jouhaux had raised a most important point. He
thought it his duty to describe the situation as it was at present and as it was likely
to develop, so that the necessary precautions might be taken to avoid the dangers
which Mr. Jouhaux foresaw.

There were two possible ways of carrying out the work of delimitation which
had been mentioned. The Economic and Social Council might have set up
commissions and, in consultation with the I.L.O. and with other existing agencies,
begun by delimiting the competence of the new agencies so that they should fit
together into one coherent programme. The Economic and Social Council, however,
had adopted a different method. The Health Organisation was not a commission
of the Economic and Social Council; what the latter had done was to decide to
convene an international constituent body to draw up an international instrument
which would be the statute of the new Health Organisation.

It was true that the statute drawn up by this constituent meeting laid down
extremely wide terms of reference for the new Organisation. They included, in
particular, "economic and working conditions". It was obvious that working
conditions fell within the competence of the I.L.O., but the conclusion should not
be drawn that the Governments represented at the constituent assembly intended,
in putting those words in the Constitution of the proposed Health Organisation,

to restrict the competence of the International Labour Organisation. He was
certain that in so doing the Governments had not intended that the Health Organi-
sation and the International Labour Organisation should do the same work twice.

He thought that it was rather a natural precaution, given the method followed.
If the first method to which he had referred had been followed, the question would
not have arisen, since the Economic and Social Council would have begun by a
delimitation of competence before the various agencies were set up; but having
regard to the method actually followed, there must be a delimitation of competence
and of work between the Health Organisation and the International Labour
Organisation, although it was impossible to say at present where the line of delimi-
tation would be. It therefore seemed quite natural that the Governments repre-
sented at the constituent assembly should have considered that when the respective
competences of the two agencies came to be delimited, it might be found that the
new Organisation would not be capable of carrying out some of the duties laid upon
it. This had led to a tendency to give the new agency the widest possible terms
of reference so as to ensure greater liberty in making the necessary delimitation
of competence afterwards.

Once the Governments had chosen the second method, the International Labour
Organisation was bound to work in with it. It would no doubt have been preferable,
and certainly much simpler, if the first method had been followed. The problem
now presented itself in the following way: when the new Organisation came into
being it would not be a commission but an international organisation having its
own international statute embodied in an international convention, with which
the International Labour Organisation would have to deal. The only solution to
the problem raised by Mr. Jouhaux was perpetual liaison with the new international
agencies through mutual consultation. Consideration might also be given to a
kind of subsidiary agreement with the more important of these agencies, similar
to the agreement which had been made with the central body of the United Nations
itself.

It was only in this way, given the method which had been followed, that the
Organisation could both maintain its own competence and avoid that duplication
of effort which no Government could desire. This would require perpetual vigilance
on the part of the Office and the Governing Body to see that the competence of
the Organisation was not eroded and that there was no wasteful and expensive
duplication of effort and money.
The Chairman thought that the Governing Body would have heard with great interest the remarks made by Mr. Jouhaux and the Director's reply. The matter was one for unceasing vigilance. At the same time, it was a matter for satisfaction that the proposed Constitution of the Health Organisation included specific provision for collaboration with other international organisations.

It was to be expected that the situation would improve considerably as soon as the co-ordinating machinery which was to be set up by the Economic and Social Council really came into operation. In the meantime, he thought that the Governing Body would wish to accept the suggestion contained in the Office's paper.

The Governing Body noted with satisfaction the provisions contained in the Constitution of the World Health Organisation concerning co-operation with other specialised agencies.

The Governing Body decided to add the Interim Commission of the World Health Organisation and the permanent organisation, when established, to the list of international organisations to be invited to I.L.O. meetings in accordance with the Philadelphia Resolution.

United Nations Relief and Rehabilitation Administration.

The Director said that the Fifth Session of the U.N.R.R.A. Council had been held in Geneva from 5 to 16 August 1946. Members of the Governing Body were aware that U.N.R.R.A. was soon to be wound up and that one of the problems under consideration in Geneva was that of deciding what organisations should continue some of its activities. The Office paper drew attention to a resolution adopted by the U.N.R.R.A. Council concerning the rehabilitation of children and adolescents of countries which had been the victims of aggression. In connection with that problem, the International Labour Conference at its 27th Session had adopted a very detailed Resolution concerning the protection of children and young workers and also a Resolution concerning the youth of the liberated countries. It was proposed that these two Resolutions should be communicated to U.N.R.R.A. for the information of the proposed Standing Committee which would deal with the problem of the rehabilitation of children and adolescents in the countries which had been victims of aggression.

Mr. Dai wished to call the attention of the Governing Body to the fact that U.N.R.R.A. had just set up a Standing Committee for an International Children's Fund in connection with the rehabilitation of children and adolescents. His Organisation would welcome the transmission by the International Labour Office of the two Resolutions adopted by the Paris Conference which the Governing Body had considered at an earlier sitting.

The Governing Body authorised the Office to communicate to U.N.R.R.A., for the information of the proposed Standing Committee, the text of the Resolution concerning the protection of children and young workers and of the Resolution concerning the youth of liberated countries, adopted by the Conference at its 27th Session.

Sixth Item on the Agenda

Report of the Committee of Experts on the Application of Conventions

The Chairman reminded the members of the Governing Body that the Report of the Committee of Experts on the Application of Conventions, which had met in Montreal from 8 to 12 July 1946, had been communicated to them for information. The Report was also being referred to the Conference, and the Governing Body was not required to take any decision on it.

The Governing Body took note of the Report of the Committee of Experts on the Application of Conventions which had been laid before it for information.
EIGHTH ITEM ON THE AGENDA

Record of the Meeting of the Correspondence Committee on Accident Prevention

The Chairman said that this paper was a progress report on the work of the Correspondence Committee on Accident Prevention, which had held its Twelfth Session in San Francisco in July 1946 at the invitation of the Governor of California. The Committee had almost concluded its consideration of the Model Safety Code for Factories. A number of points remained to be cleared up, but these could be dealt with mainly by correspondence.

The results of the Committee's work would be laid before the Governing Body in due course. The Governing Body was not required to take any decision on the present record.

The Governing Body took note of the record of the Twelfth Session of the Correspondence Committee on Accident Prevention.

SEVENTH ITEM ON THE AGENDA

Record of the Meeting of the Correspondence Committee on Women's Work

Mr. Morse pointed out that the Office note suggested that the Governing Body should appoint one representative of each group to take part in meetings of the Committee on Women's Work whenever meetings of that kind might be convened. The United States Government was in favour of the convening of such meetings with the participation of representatives of the Governing Body.

The United States Government was also deeply interested in the measures for improving the level of traditional women's occupations or activities and of the use of Office publications to promote such measures as a means of preventing the undercutting of wage structures.

Lastly, he wished to support the recommendation of the Committee that action should be taken to study industrial home work. He recalled the experience of the United States Government in this field and the results of international competition, illustrated by the needlework industry in Puerto Rico. His Government would appreciate a study by the Office of these questions.

The Chairman said that the Committee's report dealt with a substantial number of questions, some of which did not call for immediate action, while others were the subject of proposals which involved a decision by the Governing Body. The latter group included the proposals to which the United States Government representative had drawn attention.

In the first place, the Office paper recommended that Office publications should be used to make known a number of practical suggestions put forward by members of the Correspondence Committee on subjects such as the training and retraining of women, the interpretation of "suitable employment", the fixing of remuneration according to job content irrespective of sex, and certain measures to raise the level of traditional feminine occupations or types of work.

The Governing Body instructed the Office to make known through its publications the proposals made by the Committee of Experts on these various questions.

The Chairman said that the paper before the Governing Body suggested that the Office should make a special study of the following problems as a basis for possible future action: legislation and institutions providing for social home aide services; and new international aspects of industrial home work with a view to discovering adequate methods of regulating this type of work.
The Governing Body instructed the Office to make special studies of these problems and, if found necessary as a result of these studies, to propose measures which might be appropriate for dealing with them.

The Chairman pointed out that the experts of the Correspondence Committee had expressed the hope that the question of the status of domestic workers might be placed on the agenda of an early session of the Conference in order to determine by a Recommendation minimum standards which should protect domestic workers.

The Governing Body instructed the Office to bring this suggestion to its attention in due course in connection with the settlement of the agenda of a session of the Conference before which it might seem possible to bring this question.

The Chairman said that much of the Correspondence Committee's Report dealt with questions of employment. The Governing Body had set up an Employment Committee, one of the functions of which was to follow up Recommendation No. 71 concerning the organisation of employment. It was proposed that the Report of the Committee of Experts on Women's Work should be referred to the Employment Committee of the Governing Body.

The Governing Body authorised the Office to communicate the Report of the Experts on Women's Work to the Employment Committee, drawing special attention to the suggestions relating to the post-war employment of women.

The Chairman reminded the Governing Body that it had already dealt, in connection with the fourth item on the agenda, with the question of the importance of including experts on women's problems among the delegates and advisers sent to meetings of industrial committees.

The last suggestion made to the Governing Body was that it should appoint one representative of each group to take part in meetings of the Committee on Women's Work whenever meetings of that kind might be convened.

The Governing Body decided in principle that further meetings of members of the Correspondence Committee on Women's Work should be convened when found appropriate.

The Governing Body decided to appoint representatives of each group in due course to take part in any future meetings of the Correspondence Committee on Women's Work.

Fifteenth Item on the Agenda

Report of the Director

The Director reminded the Chairman that at the opening of the session he himself had dealt with the passages in the report entitled—

I. Obituary.

II. Composition of the Governing Body.

III. Entry into Force of the Agreement concerning the Legal Status of the I.L.O. in Switzerland.

The Director said that this part of the report gave the text of the correspondence exchanged with the Swiss authorities and announced the coming into force of the Agreement.

The Governing Body took note that this Agreement had come into force.

IV. Proposals for the Preparatory Asiatic Regional Conference.

V. Regional Conference for the Near and Middle East.

On the proposal of the Director, the Governing Body postponed discussion of these two questions until later.
VI. Proposals concerning Committees.

Proposals concerning the First Meeting of the Committee on Social Policy in Dependent Territories.

The Director said that out of a total membership of twelve provided for this Committee, ten members had already been appointed. A meeting of the Committee might now be considered, and it was suggested that it should take place in 1947 in Europe at a date to be settled later.

Among the questions which might be placed on the agenda of the meeting, the first was a preliminary consideration of the question of migratory labour in dependent territories. The importance of this question had been emphasised at the Philadelphia Conference, and it had been understood that it would be examined by the Committee as soon as the Governing Body had set it up.

The Committee might further consider the technical matters arising out of the decisions of the International Labour Conference concerning social policy in non-self-governing territories, and the future programme of the Office in this field. Members of the Governing Body would no doubt have noticed that the report submitted to the Conference dealt both with provisions which might be inserted in a Convention and with a number of other questions which were not yet ripe for treatment in that way. It would be useful to consult the Committee of Experts on these latter questions.

The Governing Body would also remember the recommendations put forward in the Report of the Delegation on Constitutional Questions and the desire so frequently expressed in the Governing Body itself and in the Conference that more should be done to follow up the application of Conventions and Recommendations. It would be highly desirable to have the advice of the experts on the Committee on the form in which the periodical reports provided for under the Recommendations concerning social policy in dependent territories, adopted in Philadelphia and in Paris, should be submitted.

In order to ensure the successful operation of the Committee, it would be desirable that as an exceptional measure if, as might well happen, particular experts should be unable to attend the meeting of the Committee, the Director might be authorised, with the approval of the Officers of the Governing Body and in consultation with the expert who was unable to attend, to invite a qualified substitute to replace the regular expert at the meeting concerned.

Generally speaking, when the Governing Body appointed a Committee of Experts it chose them for their individual knowledge and qualifications. In the case of the Committee on Social Policy in Dependent Territories, however, where it might be desirable to have expert advice in respect of a particular area, it might be useful to lay down an exceptional procedure whereby a substitute might attend the meetings of the Committee instead of the regularly appointed expert.

The Chairman asked the Governing Body to take a decision first on the question of convening the Committee.

The Governing Body decided that the Committee on Social Policy in Dependent Territories should be convened about March 1947 at a place in Europe to be decided upon later.

The Chairman asked the Governing Body to settle the agenda of the meeting of the Committee.

The Governing Body decided that the agenda for the first meeting of the Committee on Social Policy in Dependent Territories should be as follows:

(a) Preliminary consideration of the question of migratory labour;
(b) Consideration of technical matters arising out of the decisions of the International Labour Conference concerning social policy in non-self-governing territories;
(c) Consideration of the future programme of work of the Office in this field;
(d) Consideration of the form in which reports to the Office required under the Recommendations on Social Policy in Dependent Territories should be submitted.

The Chairman asked the Governing Body to decide whether substitutes might be appointed in cases in which members of the Committee were prevented from being present at the meeting.

The Governing Body decided that, as an exceptional procedure, in a case in which a member was prevented from being present at the meeting, the Director should be authorised, with the approval of the Officers of the Governing Body, to invite an alternate to attend.

The sitting closed at 5.40 p.m.

Guildhaume Myrddin-Evans.

**MINUTES OF THE FIFTH SITTING (PRIVATE)**

*(Tuesday, 17 September 1946—5.45 p.m.)*

At this sitting, which was held in private, the Governing Body heard a statement by the Director concerning the suspension of certain members of the staff. It also considered the thirteenth item on the agenda *(Report of the Allocations Committee).*

In accordance with the provisions of Article 10 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.

**MINUTES OF THE SIXTH SITTING (PRIVATE)**

*(Friday, 27 September 1946—10.50 a.m.)*

At this sitting, which was held in private, the Governing Body considered the twelfth item on the agenda *(Report of the Staff Questions Committee)*, the thirteenth item on the agenda *(Report of the Allocations Committee)* (Second Report), and the eleventh item on the agenda *(Report of the Finance Committee).* The Governing Body also continued its consideration of the fifteenth item on the agenda *(Report of the Director, Second Supplementary Report: Preparatory Asiatic Conference, New Delhi)*, and the fourth item on the agenda *(Questions relating to Industrial Committees: Supplementary Note).*

In accordance with the provisions of Article 10 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.

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1 See below, Appendix XV, p. 94. The proposals contained in the Second Supplementary Report were accepted.

2 See below, Appendix IV, Supplementary Note, p. 48. The proposals contained in this note were accepted.
APPENDICES
APPENDIX I

AGENDA

1. Approval of Minutes of the 98th Session.
2. Effect to be given to the Resolutions adopted by the International Labour Conference at its 28th Session.
4. Questions relating to Industrial Committees.
5. Relations with other International Organisations.
7. Record of the Meeting of the Correspondence Committee on Women's Work.
8. Record of the Meeting of the Correspondence Committee on Accident Prevention.
9. Record of the First Session of the Permanent Migration Committee.
16. Date and Place of the 100th Session of the Governing Body.
17. Appointment of Director of the International Labour Office.
APPENDIX II

SECOND ITEM ON THE AGENDA

Effect to be Given to the Resolutions Adopted by the International Labour Conference at its 28th Session

The present note deals with the action to be taken on the Resolutions adopted by the 28th Session of the International Labour Conference (Seattle, June 1946).¹

I. Resolution concerning Incomplete Delegations

A Resolution calling the attention of States Members to the desirability of sending complete delegations to the Conference, including an adequate number of advisers, was adopted by the Conference at its 26th Session (Philadelphia, 1944), and the Governing Body at its 95th Session instructed the Office to draw the attention of Governments to this point when convening future sessions of the Conference. This was, in fact, done in convening both the 28th and the 29th Sessions of the Conference.

It will be noted that the present Resolution requests the Governing Body to undertake a study of the question of the representation of States Members at the Conference by incomplete delegations with a view to appropriate measures being taken to secure the representation at the Conference of States Members by complete delegations. It is therefore suggested that the Governing Body should instruct the Office to study this question and to lay before it at an early session suggestions as to any further measures which might be taken to secure the sending of full delegations to the Conference.

II. Resolution concerning Continuous Employment for Seafarers

The Governing Body will note that this Resolution expresses the hope that the question of promoting regularity and continuity of employment for seafarers should at an early date be considered by a Maritime Session of the International Labour Conference with a view to the adoption of a Convention. In the meantime, it invites all States Members to keep the Office informed of developments regarding schemes for promoting continuity and regularity of employment. It is suggested that the Governing Body authorise the Office to communicate the text of the Resolution to the Governments of States Members. In the light of the information which may be received from Governments in accordance with the Resolution, the Office will continue to study this important question and will suggest further action when it considers it appropriate.

III. Resolution concerning Seafarers' Organisations

It is suggested that the Governing Body authorise the Office to communicate the text of the Resolution to the Governments of States Members. In so doing, the Office would draw the attention of Governments to the following statement which was contained in the Report of the Committee on Resolutions at the Seattle Conference:

During the discussion of this draft Resolution it was understood that the last paragraph did not mean that the administration of the institutions referred to should necessarily be joint administration; the organisations concerned could be associated with the organisation and administration of these institutions in a consultative capacity.

IV. Resolution concerning the Composition of the Joint Maritime Commission

The question dealt with in this Resolution has already been discussed at the 12th and 13th Sessions of the Joint Maritime Commission. The incentive to these discussions was given

by the following Resolution which was adopted by the International Labour Conference in New York in 1941:

Whereas seafarers have made many sacrifices and shown great devotion to duty; and
Whereas the international character of shipping will become even more pronounced after the war than before; and
Whereas a speedy and satisfactory regulation of the economic and social position of seamen is therefore imperative for the future development of the shipping industry:

The Conference of the International Labour Organisation authorises the Director of the International Labour Office—

(a) to consult all interested organisations, institutions and individuals in order that at the end of the war plans will be available for the immediate regulation of economic and social conditions in the mercantile marine; and

(b) to consult the Joint Maritime Commission regarding the desirability of the inclusion therein of Government representatives.

In both discussions the Joint Maritime Commission was divided on this question. The seafarers' representatives were in favour of making the Commission a tripartite body, and the shipowners were opposed to any change. At its 13th Session, however, the Commission agreed that it might often be useful for committees to be appointed to consider matters referred to them by the Commission and that these committees might be bipartite or tripartite as was thought appropriate in each case.

In support of their proposal that the Commission should be tripartite, the seafarers pointed out that in the past the Commission had frequently been unable to arrive at any tangible results or to express an opinion on questions referred to it by the Governing Body. The reasons for this was that the shipowners took one view and the seafarers the opposing view, and no majority decision could therefore be reached. They suggested that the result of this inability to reach agreement had been that matters were referred back to the Office for study and this led to delay in any action being taken to secure reforms. It was also pointed out that the Governments were responsible for giving effect to any decisions which might eventually be reached by the Conference and that consequently it was desirable for them to be associated with the discussion in the Joint Maritime Commission of proposals for placing items on the agenda of maritime sessions of the Conference. The seafarers also pointed out that the new industrial committees of the Organisation were all tripartite in character and they could see no reason why the Joint Maritime Commission should be the only bipartite body in the Organisation.

The shipowners, on the other hand, stated that they valued the existence of the Joint Maritime Commission in its present form. They were prepared to consider enlarging the Commission, although they did not necessarily think that that was desirable. They argued that the Commission in its present form was a valuable organ for negotiations between the two parties mainly concerned in maritime conditions of work. The moment Government representation was introduced there would be no chance of agreement being reached between shipowners and seamen. The shipowners' and seafarers' members would cease to be negotiators and would become advocates. In reply to the seafarers' contention that the Commission had been unable to reach agreement, the shipowners pointed out that the Commission was not required to take decisions. It was merely expected to act in an advisory capacity and to prepare the ground. In point of fact its discussions had frequently shortened the subsequent debates in the Conference and done much to ensure the successful adoption of Conventions. In reply to the seafarers' reference to the analogy of the Industrial Committees, it was pointed out that so far these Committees had had no achievements to their credit and that consequently this argument had no validity.

In the course of the Seattle Conference, the United Kingdom Employers' delegate, speaking on behalf of the shipowners, stated that if the Conference decided to make the Joint Maritime Commission tripartite the Shipowners' group had decided unanimously not to appoint representatives.

It is suggested that the Governing Body may wish to decide at its present session on the possible enlargement of the Commission by the addition of three shipowners' and three seafarers' representatives. This is desired by the seafarers and is not opposed by the shipowners. When the Commission was re-elected during the Seattle Conference provision was made for three additional members from each group who would be considered titular members if the Governing Body decided to enlarge the Commission. In view of the strong opposition of the shipowners to the addition of Government representatives, the Governing Body may wish for time to reflect on this question and it is suggested that consideration of it might be left over to the next session of the Governing Body.
V. Resolution concerning Safety of Life at Sea

This resolution is very similar to one which was adopted by the Joint Maritime Commission at its 13th Session in the following terms:

The Joint Maritime Commission welcomes the proposal that the 1929 International Convention on Safety at Sea should be revised by a technical diplomatic Conference in the light of recent experience and developments.

It urges that at that Conference—

(a) shipowners' and seafarers' organisations should be represented in the national delegations; and

(b) the International Labour Organisation should be represented by a small delegation from the Joint Maritime Commission.

It is suggested that the Governing Body authorise the Office to communicate the text of the Resolution to the Governments of States Members. No further action would seem to be called for until such time as the date of the proposed diplomatic Conference to revise the Convention on Safety of Life at Sea is announced.

VI. Resolution concerning Ratification of Conventions

All but one of the Conventions adopted at the Seattle Conference contained a clause providing that the Convention will not come into force until it has been ratified by a certain number of maritime States some of which must possess a specified minimum tonnage of shipping. It is expressly stated that this provision is included for the purpose of facilitating and encouraging early ratification of the Convention by Member States. The present Resolution simply draws attention to the desirability of such early ratification. It is suggested that the Governing Body authorise the Office to communicate the text of the Resolution to the Governments of States Members.

VII. Resolution concerning Seafarers' Compensation Claims Arising out of the War

It is suggested that the Governing Body authorise the Office to communicate the text of this Resolution to the Governments of States Members.

VIII. Resolution concerning the Future of the Maritime Department of the International Labour Office

It is true, as this Resolution states, that the Office has so far devoted little attention to the interests of fishermen. In all the maritime Conventions so far adopted by the Conference, it has been decided that persons engaged in fishing should be excluded from their scope. This is due largely to the nature of the fishing industry, which in most countries is carried on, at least in part, by small undertakings often consisting only of members of one family. Moreover, fishing is in many cases a seasonal industry and those who engage in it for a certain part of the year may at other times be engaged in agricultural or industrial employment. Again, the conditions of work differ widely in various types of fishing. All these factors make it difficult to contemplate the introduction of international regulations governing conditions of employment of fishermen. Nevertheless, the conditions of work of fishermen are undoubtedly arduous, and it would seem fitting that the Office should consider what action is possible in the international field to improve those conditions. It is therefore suggested that the Governing Body instruct the Office to consult Governments and representatives of the fishing industry and any organisations concerned with a view to the preparation of a report on the possibility of adopting international regulations on conditions of employment in that industry.

IX. Resolution concerning Seamen's Welfare in Ports

It was suggested in the Director's Report to the Seattle Conference that much still remained to be done in the field of seamen's welfare, particularly as regards the national and international co-ordination of welfare work. The present Resolution tends to confirm this view. It is therefore suggested that the Governing Body instruct the Office to communicate the text of the Resolution to the Governments of States Members and request them to report on the action taken or contemplated on the Recommendation concerning Seamen's Welfare in Ports adopted in 1936. In the light of the replies received, the Office would prepare a report to the Governing Body on the action taken by Governments and would make suggestions for such further action as might be thought desirable and possible.
APPENDIX III

THIRD ITEM ON THE AGENDA
APPOINTMENT OF REPRESENTATIVES OF THE GOVERNING BODY ON CERTAIN COMMITTEES

The Governing Body will wish at its 99th Session to appoint the representatives of the three groups on the Committee on Social Policy in Dependent Territories and the Joint Maritime Commission.

The representatives of the Governing Body on this Committee before the Governing Body elections on 31 October 1945 were as follows:

Committee on Social Policy in Dependent Territories

Government group: China.

Employers' group: Mr. Gemmill.

Workers' group: Mr. Oldenbroek.

Joint Maritime Commission

Employers' group: Mr. Oersted.

Workers' group: Mr. Hallsworth.

1 At the 97th Session the following nominations were notified to the Secretariat, but were not formally approved by the Governing Body:

Government group: Netherlands.

Employers' group: Mr. Gemmill.

Workers' group: Mr. Oldenbroek.

Substitute: Mr. Lecocq.

Substitute: Mr. Jouhaux.
APPENDIX IV

FOURTH ITEM ON THE AGENDA

QUESTIONS RELATING TO INDUSTRIAL COMMITTEES

In this note attention is drawn to the meetings of the Iron and Steel Committee and the Metal Trades Committee which took place shortly before the 98th Session of the Governing Body (Montreal, May 1946). The note also refers to a number of matters on which the views of the Governing Body are needed in connection with future meetings of Industrial Committees.

I. Meetings of the Iron and Steel Committee and the Metal Trades Committee

It will be remembered that a note on the first sessions of the Iron and Steel Committee and the Metal Trades Committee was submitted to the Governing Body at its 98th Session. There was, however, no time for this note to be discussed and it is now resubmitted to the Governing Body for its consideration. In the note attention was drawn to various questions on which the Governing Body is invited to take decisions. For the convenience of the Governing Body the relevant passages of the report are repeated below.

(a) Iron and Steel Committee.

Some of the resolutions of the Committee, i.e., the resolutions on joint safety committees and the observance of collective agreements, recommended action by the organisations of employers and workers in the iron and steel industry, and it is assumed that the members of the Committee will bring them to the notice of their respective organisations. Several of the resolutions invited the Office to undertake certain enquiries and studies, notably in connection with safety measures, the broad field of industrial relations, conditions of labour, wage schemes, the purchasing policies of the large consumers of steel, technological changes and steel statistics. These suggestions are being examined. Other resolutions, i.e., those on freedom of association, collective bargaining and full employment, were addressed primarily to Governments and it is therefore suggested that the attention of Governments should be drawn to the Committee's proposals. In two cases, i.e., in regard to the shortage of fuel and the problems of full employment in the industrially underdeveloped countries, the Committee suggested that the Economic and Social Council of the United Nations be invited to take action. The Governing Body is requested to authorise the Acting Director to communicate these proposals to the Economic and Social Council as well as to the Governments.

(b) Metal Trades Committee.

Some of the resolutions of the Committee, i.e., the resolution on the establishment of safety services and safety committees, Part II of the resolution on industrial relations and the resolution on the observance of collective agreements, recommended action by the organisations of employers and workers in the metal trades, and it is assumed that the members of the Committee will bring them to the notice of their respective organisations. Other resolutions invited the Office to undertake enquiries and studies concerning measures for the prevention of accidents and the protection of health in the metal trades, changes and developments in the field of industrial relations, wages and freedom of association in underdeveloped regions, technological improvements, the reduction of hours of work, and the definition of the metal trades. These suggestions are being examined. A number of resolutions suggested that action be taken by Governments, i.e., those relating to education in matters of industrial safety and health, Government expenditure on capital goods, consumers' goods and services, unemployment insurance and social security, and Part I of the resolution on industrial relations. It is therefore suggested that the attention of Governments should be drawn to the Committee's proposals. In the case of the resolution on shortages of new equipment and coal in Europe, and that on the needs of industrially underdeveloped regions, the Committee

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1 See Minutes of the 98th Session of the Governing Body (Montreal, 23-27 May 1946), Appendix VI, pp. 105-108.
suggested that the documents should be communicated to the Economic and Social Council of the United Nations for its consideration and appropriate action. The Governing Body is requested to authorise the Acting Director to communicate these proposals to the Economic and Social Council as well as to the Governments. Finally, two resolutions were addressed to the Governing Body directly. One referred to the international standardisation of statistics of accidents and occupational diseases and the other to the international standardisation of warning signs. It is suggested that these resolutions be examined at a later session of the Governing Body when the agenda for the second session of the Metal Trades Committee is under consideration.

In accordance with the procedure agreed upon by the Governing Body at its 98th Session the Acting Director, after consultation with the Chairman and the two Vice-Chairmen of the Governing Body, communicated the resolutions of the two Committees to Governments pending their consideration by the Governing Body. The Governing Body is asked to decide whether a further communication should be sent to Governments embodying its views on the resolutions in question.

II. Programme of Meetings

The Governing Body is invited to take certain decisions to enable the Office to proceed with its preparations for the next few meetings. It will be recalled that at its 98th Session the Governing Body accepted an invitation from the Peruvian Government to hold the first session of the Petroleum Committee in Lima at the beginning of 1947 and agreed, on the invitation of the Swedish Government, that the Iron and Steel Committee and the Metal Trades Committee should meet later in the year in Stockholm. Consideration needs to be given to the arrangements for these meetings and for the meetings of the Coal Mines Committee and the Inland Transport Committee.

(a) Petroleum Committee.

A preliminary report for the first session of this Committee has been prepared and will shortly be ready for circulation. Consultations have taken place with the Peruvian Government regarding the arrangements for this meeting. It is understood that the meeting could conveniently be held at the beginning of February. The Governing Body is asked to authorise the Acting Director to convene the meeting at a date to be decided upon in consultation with the Chairman of the Governing Body and with the Peruvian Government.

(b) Coal Mines Committee and Inland Transport Committee.

It would be desirable to hold the second sessions of these two Committees at some time between the meeting of the Petroleum Committee and the 30th Session of the International Labour Conference, which is to open in Geneva in June 1947. If the meetings are not held until after the Conference a period of over eighteen months will have elapsed since the Committees' first meetings. It is suggested, therefore, that the meetings be held some weeks before the Conference. If the Governing Body meets in March, these two Committees might be convened in April—sixteen months after their first sessions. For administrative reasons, Geneva would be a suitable place for the meetings. The Governing Body is therefore asked to authorise the Acting Director to convene the second sessions of the Coal Mines Committee and the Inland Transport Committee in Geneva, the dates to be decided upon in consultation with the Chairman of the Governing Body.

The agendas for the two sessions were provisionally agreed upon by the Governing Body at its 98th Session as follows:

Coal Mines Committee.

1. General report;
2. Utilisation of the resources of the coal mining industry;
   (a) Economic: Statement of the position with regard to the production and consumption of coal in the different countries, showing the needs which the industry has to meet;
   (b) Human: Study of the steps that have been and might be taken in regard to the recruitment and training of labour. The information presented under (a) and (b) would throw light on the problem of hours of work, to which the Committee attaches special importance;
   (c) Technical: A survey of the technical advances made in the various countries and of the prospects of improvement.

Inland Transport Committee.

1. General report;
2. Problems of manpower:
   Outline of the problems to be dealt with in regard to the recruitment, training and use of labour in inland transport;
3. Industrial relations:
   Survey of organisation amongst employers and workers in the various branches of
   transport, developments in the machinery for regulating wages and adjusting
   differences and disputes, experience with regard to employer-worker co-operation.

4. Inland transport statistics:
   Study of the collection and standardisation of labour statistics in the inland
   transport industry.

In each case, it is proposed that the general report should deal, *inter alia*, with (a) the
action taken in the various countries in the light of the decisions of the first meeting;
(b) the steps taken by the Office to follow up the studies and enquiries proposed by the
Committee but not placed on the agenda for the second meeting; and (c) recent events
and developments in the industry in question.

In order that adequate time may be allowed for members of the Governing Body to
make their arrangements, it is suggested that the Governing Body might appoint its represen-
tatives to these meetings during the course of the present session. It would also be advisable
for the Governing Body to come to a decision with regard to the chairmanship of these
meetings. At its 96th Session (Paris, October 1945) the Governing Body decided that for
the first meetings of the Industrial Committees the chairman of each Committee should be
appointed by the Governing Body, on the understanding that the matter should be recon-
sidered later in the light of experience. *The Governing Body is asked to decide whether
it wishes to appoint the chairmen for future meetings of the Industrial Committees or whether
it wishes to leave the Committees to appoint their own chairmen.*

A further question arises in connection with these meetings, namely, that of how many
members are to be appointed from the different countries. No provision has been made
for any increase in the number of members from each group in the budget for 1947. It
is assumed, therefore, that Governments should be invited to appoint two members from each
group, as before.

(c) Iron and Steel Committee and Metal Trades Committee.

It will be remembered that the Iron and Steel Committee requested the Governing
Body to convene it again during 1947 and that an invitation from the Swedish Government
to hold the second sessions of these two Committees in Stockholm has been accepted. It
is understood from the Swedish Government that the most convenient time for the holding
of these meetings would be in August. If the meetings take place during August, sixteen
months will have elapsed since the Committees first met. *The Governing Body is asked
to determine the agenda for these two meetings in order that the documents may be ready in
good time.* Taking account of the desires expressed by the two Committees, it is suggested
that the agenda for the second sessions be as follows:

**Iron and Steel Committee.**
1. General report;
2. Regularisation of production and employment at a high level;
3. Minimum income security;
4. Labour-management co-operation.

**Metal Trades Committee.**
1. General report;
2. Continuity of high level production and employment;
3. Minimum income security;
4. Labour-management co-operation.

In each case it is proposed that the general report should deal, *inter alia*, with (a) the
action taken in the various countries in the light of the decisions of the first meeting;
(b) the steps taken by the Office to follow up the studies and enquiries proposed by the
Committee but not placed on the agenda for the second meeting; and (c) recent events and
developments in the industry.

(d) Textiles Committee and Building, Civil Engineering and Public Works Committee.

It is not suggested that the Governing Body should discuss the arrangements for the
second sessions of these two Committees, as their first sessions have not yet taken place.
At its 98th Session the Governing Body authorised the Acting Director to convene these
two Committees in Brussels at dates to be decided upon in consultation with the Chairman
of the Governing Body and with the Belgian Government. The meetings have accord-
ingly been convened as follows: Textiles Committee, 14 to 22 November; Building, Civil
Engineering and Public Works Committee, 25 November to 3 December.
III. Other Meetings

Proposed New Committee for the Chemical Industries.

The attention of the Governing Body was drawn at its 98th Session to a proposal that a new Committee be set up for the chemical industries, in the following terms:

In letters dated 28 September 1945 and 10 November 1945, the International Federation of General Factory Workers has asked for consideration to be given to the possibility of the establishment of a new Industrial Committee for the chemical industries. If it is not possible to establish a separate Committee, the Federation enquires whether the scope of the Industrial Committee on petroleum production and refining could not be extended to include all branches of the chemical industry. The Federation expresses the opinion that the chemical industries should have been included in the first group of industries for which Industrial Committees are being set up. It emphasises the international character of the chemical industries, their increasing importance, and the size of the labour force which they employ.

No discussion took place on this question, but it was agreed that it should be considered at the next session. *The Federation's request is therefore resubmitted to the Governing Body for its consideration.*

Representation of Women's Interests at Industrial Committee Meetings

The attention of the Governing Body is drawn to a suggestion made by the Committee on Women's Work with regard to the attendance of experts on women's problems at meetings of Industrial Committees. This question is referred to in a note on the Committee's meeting on Post-war Employment of Women (Montreal, July 1946), in which the Governing Body is asked to authorise the Acting Director to take action along the lines suggested by the Committee.1 This suggestion would clearly be particularly appropriate in relation to the study of social problems in the textile industry, having regard to the very large number of women employed in that industry.

Supplementary Note

Request of the Argentine Government for Membership of the Textiles Committee

The Office has received a communication from the Argentine Government asking that the Governing Body should be requested to add the Argentine Republic to the list of countries represented on the Industrial Committee for the Textile Industry, in view of the fact that that country is one of the largest producers of textiles on the American Continent. It is accordingly suggested that the Governing Body should add the Argentine Republic to the list of countries to be represented on the Textiles Committee.

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1 See below, Appendix VII, p. 67.
APPENDIX V

FIFTH ITEM ON THE AGENDA

RELATIONS WITH OTHER INTERNATIONAL ORGANISATIONS

UNITED NATIONS

Negotiations between the International Labour Organisation and the United Nations

This question constitutes a separate item (Item 10) on the agenda of the present session of the Governing Body.¹

**Economic and Social Council—Second Session**

The Second Session of the Economic and Social Council was held in New York from 25 May to 21 June 1946.

The International Labour Office was invited to be represented by an observer at this session and was represented by the Acting Director with Mr. C. Wilfred Jenks, Legal Adviser, as alternate.

In addition to concluding agreements with the International Labour Organisation, the Food and Agriculture Organisation of the United Nations and the United Nations Educational, Scientific and Cultural Organisation, which are to be submitted to the General Assembly for final approval, the Council dealt with three groups of questions of interest to the International Labour Organisation:

(a) consideration of the reports of the nuclear commissions established in London and the constitution of these commissions on a permanent basis;
(b) consideration of the report of the Technical Preparatory Committee of the International Health Conference;
(c) consideration of the report of the Special Committee on Refugees and Displaced Persons and of the Draft Constitution for an International Refugee Organisation.

**Action taken by the Council on the Reports of its Nuclear Commissions**

**Economic and Employment Commission.**

The Economic and Employment Commission met in New York from 29 April to 17 May 1946, under the chairmanship of Mr. W. A. MACKINTOSH (Canada).

The International Labour Office was invited to be represented at this Commission by an observer and designated Mr. Lindsay Rogers, Assistant Director, to maintain liaison with the Commission.

On the basis of a report prepared by the Commission, the Economic and Social Council, on 21 June 1946, established the Commission on a permanent basis, with the following terms of reference:

(a) The Commission shall advise the Economic and Social Council on economic questions in order to promote higher standards of living.
(b) It shall examine such questions as may be submitted to it by the Council and shall on its own initiative report to the Council on problems which, in its opinion, require urgent attention.
(c) It shall make recommendations to the Council with reference to economic questions involving concerted study and (or) action by more than one specialised agency or commission of the Council and in particular shall draw the attention of the Council to the probable influence of the policies and activities of other commissions of the Council, the specialised agencies or other international organisations on the issues mentioned in paragraph (d) below.

¹ See below, Appendix X, p. 88.
(d) In particular, it shall be the function of the Commission to advise the Council on—

(i) the prevention of fluctuations in economic activity and the promotion of full employment by the co-ordination of national full employment policies and by international action;

(ii) problems of the reconstruction of devastated areas and other urgent problems arising from the war, with a view to developing means of giving real help, which is so necessary, to various Members of the United Nations whose territories have been devastated by the enemy as a result of occupation and war activities;

(iii) the promotion of economic development and progress with special regard to the problems of less-developed areas.

In carrying out the functions set forth above, the Commission shall take account of the close relationship between the short-term problems and the long-term objectives of an expanding and integrated world economy.

The Commission is to establish the following sub-commissions:

(a) a Sub-Commission on Employment to study national and, in consultation with the Sub-Commissions on Balance of Payments and Economic Development, international methods of promoting full employment and related problems, and to analyse information regarding employment and unemployment in the various countries;

(b) a Sub-Commission on Balance of Payments to study and advise the Commission on balance of payments problems, especially in so far as they require for their solution concerted action by Governments or by more than one specialised agency;

(c) a Sub-Commission on Economic Development to advise the Commission on the long-term development of production and consumption throughout the world, and, in particular, on—

(i) the methods of increasing production, productivity and levels of consumption in the less-developed regions of the world;

(ii) the effects of industrialisation and technological change on world economic conditions, and the adjustments required.

The Commission may also make recommendations to the Council concerning any other sub-commission which it considers should be established.

Not more than three members, not members of the Commission, may be appointed to a sub-commission without the previous approval of the Council.

It was also decided that the Commission shall consist of one representative from each of 15 Members of the United Nations selected by the Council. The Council may also appoint in their individual capacity from 10 to 15 corresponding Members from countries not represented on the Commission.

The Council also decided to establish a temporary Sub-Commission of the Economic and Employment Commission, to consist of 20 Members and to be called the “Temporary Sub-Commission of Economic Reconstruction of Devastated Areas”.

The terms of reference of this Sub-Commission shall be to advise on—

(a) the nature and scope of the economic reconstruction problems of those countries which face great and urgent tasks in this field, whether by reason of occupation or physical devastation;

(b) the progress of reconstruction and the measures of international co-operation by which reconstruction in those countries might be effectively facilitated and accelerated.

The Sub-Commission met in London on 29 July 1946. The Office was invited to be represented by an observer at this meeting and was represented by Mr. Clifton Robbins, Director of the London Office, and Mr. I. Bessling.

The Sub-Commission adjourned after several meetings to permit working parties to make on-the-spot enquiries.

The Sub-Commission will submit a preliminary report to the Economic and Social Council at its Third Session.

Temporary Transport and Communications Commission.

The nuclear Temporary Transport and Communications Commission, established by the Economic and Social Council at its First Session, met in New York from 30 April to 17 May, under the chairmanship of Sir H. OSBORNE MANCE (United Kingdom).

On the basis of a report prepared by the Commission, the Economic and Social Council on 21 June 1946, established the Temporary Transport and Communications Commission on a permanent basis. The terms of reference of the Commission include: (a) assisting the Economic and Social Council in its tasks concerned with transport and communications problems; (b) advising the Council on the co-ordination of the work of the specialised
agencies in the sphere of transport and communications; (c) reporting to the Council, on its request, on the work of any of the specialised agencies in the sphere of transport and communications; (d) advising the Council in fields where no permanent international organisation yet exists and on problems which concern more than one sphere of transport or communications; and (e) suggesting to the Council the creation of new agencies, or the conclusion of new conventions or the revision of existing conventions.

The Temporary Transport and Communications Commission is to consist of one representative from each of fifteen Members of the United Nations selected by the Council. The Council envisaged a number of further measures to improve the machinery of international co-operation in respect of transport and communications. More particularly, the question of establishing a world-wide intergovernmental shipping organisation to deal with technical matters is to be considered and the Commission is to recommend machinery to co-ordinate activities in the fields of aviation, shipping and telecommunications in regard to safety at sea and in the air.

Statistical Commission.

The Statistical Commission, established by the Economic and Social Council at its First Session, met in New York from 1 to 15 May 1946, under the chairmanship of Mr. Stuart A. Rice (United States of America). The International Labour Office was invited to be represented at this Commission by an observer and Mr. Lindsay Rogers, Assistant Director, assisted by Mr. R. M. Woodbury, Chief Statistician, was appointed to maintain liaison with the Commission. The Economic and Social Council, on 21 June 1946, established the Statistical Commission on a permanent basis. This Commission is to assist the Council: (a) in promoting the development of national statistics and the improvement of their comparability; (b) in the co-ordination of the statistical work of specialised agencies; (c) in the development of the central statistical services of the Secretariat; (d) in advising the organs of the United Nations on general questions relating to the collection, interpretation and dissemination of statistical information; and (e) in promoting the improvement of statistics and statistical methods generally.

The Statistical Commission is to consist of one representative from each of twelve Members of the United Nations selected by the Council. The Council may, in addition, appoint in their individual capacity not more than twelve corresponding members from countries not represented on the Commission. Such members shall be appointed with the approval of the Governments concerned.

Temporary Social Commission.

The Temporary Social Commission, established by the Economic and Social Council at its First Session, met in New York from 29 April to 17 May 1946, and elected as Chairman Mr. Henry Hauck (France). The International Labour Office was invited to be represented at this Commission by an observer and was represented by Mrs. M. Thibert, Chief of the Women's and Children Section. The Economic and Social Council, on 21 June 1946, established a permanent Social Commission to replace the nuclear Temporary Social Commission. The resolution establishing this Commission contains the following statement of general policy:

(a) The Economic and Social Council, in harmony with Article 55 of the Charter, shall endeavour to solve the international social problems, having in mind the connection of these problems with the development of social activities in the national frame.

(b) The activities of the United Nations in the social field shall be based on democratic principles; these activities shall be conducted in the interest of all peoples concerned, and with the active participation of the organisations which unite groups of people concerned with such activities (trade unions of workers, agricultural societies, etc.).

(c) The raising of the standard of living and the welfare of the peoples of the countries of the United Nations, which should include not only wages and income but all kinds of social services, is an important task for the United Nations.

(d) Special attention should be given to the social problems of countries needing rehabilitation, and particularly those whose territories were occupied by an aggressor, with a view to their restoration to normal conditions as soon as possible. This rehabilitation will assist these countries and facilitate the development of an effective social policy.

(e) (i) Successful activity of the United Nations in the social field demands the continued co-operation of the specialised agencies.
(ii) It is one of the functions of the United Nations to co-ordinate the activities of the specialised agencies, so as to avoid overlapping and omissions.

(iii) The United Nations should consider the possibility of assuming responsibility for social activities which do not come within the scope of any existing specialised agency.

The terms of reference of the Commission are as follows:

(a) to advise the Council on social questions of a general character, and in particular on all matters in the social field not covered by specialised intergovernmental agencies;

(b) to advise the Council on practical measures that may be needed in the social field;

(c) to advise the Council on measures needed for the co-ordination of activities in the social field;

(d) to advise the Council on such international agreements and conventions on any of these matters, as may be required, and on their execution;

(e) to report to the Council on the extent to which the recommendations of the United Nations in the field of social policy are being carried out.

The Social Commission is to consist of one representative from each of eighteen Members of the United Nations selected by the Council.

The following matters have been referred to the Social Commission for early consideration:

(a) provisions needed in the social welfare field and suggestions covering the manner in which the work of the Commission is to be carried on;

(b) activities of the League of Nations in the social field:
   (i) traffic in women and children;
   (ii) child welfare;
   (iii) prevention of crime and treatment of offenders;

(c) social problems requiring immediate attention especially—
   (i) in countries directly affected by war or under enemy occupation;
   (ii) in underdeveloped countries; and
   (iii) carrying on work of U.N.R.R.A.;

(d) setting up of international machinery in the fields of housing and town and country planning.

Sub-Commission on Status of Women.

The Sub-Commission, established by the Economic and Social Council at its First Session, met in New York from 29 April to 13 May 1946, under the chairmanship of Mrs. Bodil Bentrup (Denmark).

The International Labour Office was invited to be represented at this Commission by an observer and was represented by Mrs. M. Thibert, Chief of the Women's and Children Section.

On 21 June 1946 the Council gave this Sub-Commission the status of a full Commission.

The functions of the Commission will include the preparation of recommendations and reports to the Council on promoting women's rights in political, economic, social and educational fields. The Commission will also make recommendations to the Council on urgent problems requiring immediate attention in the field of women's rights.

In order to assist the Commission on the Status of Women, the Secretary-General is requested to make arrangements for a complete and detailed study of the legislation concerning the status of women and the practical application of such legislation.

International Health Conference.

On 11 June 1946 the Council invited the International Labour Organisation to be represented at the International Health Conference convened to consider the establishment of an International Health Organisation. The decisions of this Conference are summarised in a later part of this note.

Refugees and Displaced Persons.

The Committee on Refugees and Displaced Persons, established by the Economic and Social Council at its First Session, met in London in January-February 1946, under the chairmanship of Mr. Hector McNeil (United Kingdom).

The Council, on 21 June 1946, decided to transmit the draft constitution of the proposed International Refugee Organisation, prepared by this Committee, to Member States for comments which are to be reviewed at the Third Session of the Council and transmitted
to the General Assembly. It also established a Committee on the finances of the International Refugee Organisation, to draft provisional administrative and operational budgets for the first financial year of the organisation and scales of contributions, and to report to the President of the Council not later than 20 July 1946, and recommended, in view of the urgent importance of making adequate preparation for the advent of the new organisation, that the Secretary-General of the United Nations take such steps as may be appropriate to plan, in consultation with U.N.R.R.A. and the Intergovernmental Committee on Refugees, the initiation of the work of the International Refugee Organisation.

Inter-Secretariat Meetings

The Secretariat of the United Nations has convened meetings of representatives of specialised agencies to consider the co-ordination of policy and activities in the fields of public information and personnel questions.

**Public information.** At the invitation of the Department of Public Information of the United Nations Secretariat, representatives of the Office attended two meetings during July and August convened for the purpose of discussing measures of co-operation in the field of public information among the United Nations and the specialised agencies. The specialised agencies represented at these meetings, in addition to the I.L.O., were the United Nations Relief and Rehabilitation Administration, the Food and Agriculture Organisation, the United Nations Educational, Scientific and Cultural Organisation, the Provisional International Civil Aviation Organisation, the European Central Inland Transport Organisation, and the International Monetary Fund.

It was agreed, with a view to increasing the efficiency and economy of operation of the information services of the various agencies, to institute such measures of co-operation as the exchange and reciprocal use of information material, the distribution by the United Nations of the information material of the specialised agencies, the joint use of film and radio facilities developed by the United Nations, the common use of liaison facilities with voluntary organisations, and reciprocal representation at meetings of the various agencies.

**Personnel questions.** The United Nations has invited representatives of specialised agencies to attend a series of meetings in New York during August and September 1946 to consider common personnel problems. A report on these discussions is being submitted to the Committee on Staff Questions and will come before the Governing Body in due course.

**SPECIALISED AGENCIES**

**International Monetary Fund and International Bank for Reconstruction and Development**

The following correspondence has been exchanged between the International Monetary Fund and the International Bank for Reconstruction and Development and the International Labour Office:

**Telegram from John W. Snyder, Chairman, Boards of Governors of the International Monetary Fund and the International Bank for Reconstruction and Development, to the Acting Director, dated 28 August 1946:**

I have the honour to inform you that the Boards of Governors of the International Monetary Fund and the International Bank for Reconstruction and Development will hold their first annual meeting in Washington, D.C. beginning September 27 next. It has been suggested that your Organisation might wish to send an observer. If your Organisation would be willing to accept a formal invitation I would propose to the Boards of Governors at their initial organisation session that an invitation be extended and will transmit it to you upon its acceptance by the Boards.

**Telegram from the Acting Director to the Chairman of the Boards of Governors of the Fund and the Bank, dated 29 August 1946:**

I have received with keen appreciation your telegram suggesting that the International Labour Organisation might wish to send an observer to the first annual meeting of the Boards of Governors of the International Monetary Fund and the International Bank for Reconstruction and Development and indicating that if the International Labour Organisation would be willing to accept a formal invitation you would propose to the Boards that an invitation be extended. The International Labour Organisation warmly welcomes the initiative which you have taken in the matter and in the event of a favourable decision by the Boards would have much pleasure in accepting a formal invitation to be represented.
In these circumstances it would seem appropriate that the Governing Body should add the International Monetary Fund and the International Bank for Reconstruction and Development to the list of international organisations which are invited to be represented at I.L.O. meetings in accordance with the Philadelphia Resolution.

**International Health Conference**

An International Health Conference met in New York from 19 June to 22 July 1946 under the auspices of the Economic and Social Council and drafted, on the basis of the report of the Technical Preparatory Committee (extracts from which were submitted to the Governing Body at its 98th Session) a Constitution for a World Health Organisation.

The International Labour Office was invited to be represented at this Conference by an observer and was represented by Mr. C. Wilfred Jenks, Legal Adviser, with Dr. Alejandro Flores, Chief of Section, as alternate.

Certain provisions of this Constitution are of particular interest to the International Labour Organisation.

The Preamble declares that:

Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.

The enjoyment of the highest attainable standard of health is one of the fundamental rights of every human being without distinction of race, religion, political belief, economic or social condition.

The health of all peoples is fundamental to the attainment of peace and security and is dependent upon the fullest co-operation of individuals and States.

The achievement of any State in the promotion and protection of health is of value to all.

Unequal development in different countries in the promotion of health and control of disease, especially communicable disease, is a common danger.

Healthy development of the child is of basic importance; the ability to live harmoniously in a changing total environment is essential to such development.

The extension to all peoples of the benefits of medical, psychological and related knowledge is essential to the fullest attainment of health.

Informed opinion and active cooperation on the part of the public are of the utmost importance in the improvement of the health of the people.

Governments have a responsibility for the health of their peoples which can be fulfilled only by the provision of adequate health and social measures.1

Among the functions of the Organisation are the following: to promote, in co-operation with other specialised agencies where necessary, the prevention of accidental injuries (Art. 2, para. (h)); to promote, in co-operation with other specialised agencies where necessary, the improvement of nutrition, housing, sanitation, recreation, economic or working conditions and other aspects of environmental hygiene (Art. 2, para. (i)); to promote maternal and child health and welfare and to foster the ability to live harmoniously in a changing total environment (Art. 2, para. (l)); to study and report on, in co-operation with other specialised agencies where necessary, administrative and social techniques affecting public health and medical care from preventive and curative points of view, including hospital services and social security (Art. 2, para. (p)).2

The Health Assembly established by the Constitution is empowered—

1. to instruct the Board and the Director-General to bring to the attention of Members and of international organisations, governmental or non-governmental, any matter with regard to health which the Health Assembly may consider appropriate;  
2. to invite any organisation, international or national, governmental or non-governmental, which has responsibilities related to those of the Organisation, to appoint representatives to participate, without right of vote, in its meetings or in those of the committees and conferences convened under its authority, on conditions prescribed by the Health Assembly; but in the case of national organisations, invitations shall be issued only with the consent of the Government concerned.3

The Director-General of the Health Organisation is authorised to “establish direct relations with international organisations whose activities come within the competence of the Organisation.”4

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2 Ibid., Article 2, pp. 4-5.  
3 Ibid., Article 18, pp. 9-10.  
A further article provides that "the Health Assembly or the Board may convene local, general, technical or other special conferences to consider any matter within the competence of the Organisation and may provide for the representation at such conferences of international organisations and, with the consent of the Government concerned, of national organisations, governmental or non-governmental. The manner of such representation shall be determined by the Health Assembly or the Board." 1

Provision is also made that "the Organisation shall establish effective relations and co-operate closely with such other intergovernmental organisations as may be desirable. Any formal agreement entered into with such organisations shall be subject to approval by a two-thirds vote of the Health Assembly." 2

The International Health Conference also established an Interim Commission to function until the full organisation was established. The Committee on Administration and Finance of the Interim Commission is to meet in Geneva in October 1946, followed immediately by a meeting of the full Commission.

The Governing Body will no doubt wish to note with satisfaction the provisions contained in the Constitution of the Health Organisation that the Health Organisation will act in co-operation with other specialised agencies in respect of a number of matters of direct interest to the International Labour Organisation, notably the prevention of accidental injuries, the improvement of nutrition, housing, sanitation, recreation, economic or working conditions and other aspects of environmental hygiene, the promotion of maternal and child health and welfare, and the study of administrative and social techniques affecting public health and medical care from preventive and curative points of view, including hospital service and social security.

In the Declaration of Philadelphia the International Labour Conference pledged the full co-operation of the I.L.O. with such international bodies as may be entrusted with the promotion of health. The Governing Body will no doubt wish to add the Interim Commission of the Health Organisation and the Permanent Organisation, when established, to the list of international organisations to be invited to I.L.O. meetings in accordance with the Philadelphia Resolution.

Food and Agriculture Organisation of the United Nations

The General Assembly of the United Nations adopted, on 11 February 1946, during the first part of its First Session in London, a resolution concerning urgent food problems of the world as a result of which the Food and Agriculture Organisation convened a special meeting on urgent food problems, which met in Washington, D.C., from 20 to 27 May 1946.

The International Labour Office was invited to be represented at this meeting by an observer and was represented by Mrs. Elizabeth Rowe, Executive Secretary of the Washington Office.

The meeting examined an appraisal of the world food situation and the question of conservation and expansion of supplies, and considered the existing temporary machinery in the field of food and agriculture with a view to making recommendations on any extension, modification and co-ordination needed. It recommended to all Governments concerned that there should be established an International Emergency Food Council which is to enquire into, and formulate plans with regard to, questions of common concern to Member Governments relating to the supply and distribution of food and agricultural materials, and to make recommendations on these problems to Member Governments. It is also authorised to work in collaboration with other international organisations towards the best utilisation of food resources during the present emergency.

The meeting also expressed its conviction that provision shall be made at an early date for longer term machinery to deal with certain practical international problems in the field of food and agriculture. It therefore requested the Director-General of F.A.O.—

1 to submit to the Conference of F.A.O. at its next session a survey of existing and proposed intergovernmental organisations designed to meet long-term problems concerned with the production, distribution, and consumption of food and agricultural products, including the risk of accumulating surpluses;

2 to make proposals to the Conference on any extension of the functions of existing organisations or on any new organisation which the survey may indicate as necessary.3

The Second Session of the Conference of F.A.O., which is to consider, among other things, these proposals for longer term machinery, has been convened to meet in Copenhagen on 2 September 1946. A further item on the agenda which is of interest to the

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2 Ibid., Article 70, p. 23.
I.L.O. is "relationship between F.A.O. and other intergovernmental organisations, and
co-operation with non-governmental organisations ".

The International Labour Organisation has been invited to be represented by an
observer at this session of this Conference and will be represented by Mr. Mukdim Osmay,
Chief of the Agricultural Service.

United Nations Educational, Scientific and Cultural Organisation

The International Labour Office was invited to send a representative as observer to the
Fifth Session of the Preparatory Commission of the United Nations Educational,
Scientific and Cultural Organisation and was represented by Mr. Clifton Robbins, Director
of the London Office.

The Commission met in London from 5 to 12 July 1946.
It classified on the basis of their priority in a time schedule projects for action by U.N.E.S.C.O. All projects are to be reviewed by the General Conference in November. One of the projects listed as desirable for action in the first year of U.N.E.S.C.O.'s activities is an adult education conference.

Provisional International Civil Aviation Organisation

The International Labour Office was invited to send a representative as observer to the
first Interim Session of the Assembly of the Provisional International Civil Aviation
Organisation. The Assembly met in Montreal from 21 May to 7 June 1946. The Office
was represented by Mr. Lindsay Rogers, Assistant Director.

European Central Inland Transport Organisation

The International Labour Office has been invited to send a representative as observer to the
Fifth Session of the Council of the European Central Inland Transport Organisation, which is to open in Paris on 29 August 1946. The Office will be represented by Mr. R. Viala.

Two items on the agenda of this session of the Council are of interest to the Inter-
national Labour Organisation: "Programme of Work for the Organisation " in which it is
hoped there will be room for co-operation with the Inland Transport Committee of the I.L.O., and the "Report on the Activities of the Organisation " which is circulated to the Council for information. This report summarises the co-operation between E.C.I.T.O. and the I.L.O. during the past year and makes particular reference to the First Session of the Inland Transport Committee which was held in London in December 1945 and to the resolutions adopted at that meeting. It also refers to its interest in the decision of the Governing Body at its last session to re-establish, in collaboration with the International Union of Railways, the Sub-Committee on Automatic Coupling.

United Nations Relief and Rehabilitation Administration

The International Labour Office was represented by Mr. H. Gallois, Counsellor, of the
Geneva Office, at the Fifth Session of the Council of the United Nations Relief and Reha-
bilitation Administration, which was held in Geneva from 5 to 16 August 1946.

U.N.R.R.A. is expected to terminate most of its activities at the end of the current
year and the Council adopted at this session a number of resolutions concerning future
arrangements for the discharge of responsibilities at present entrusted to U.N.R.R.A.,
including a resolution concerning the transfer to the proposed International Refugee Organi-
sation of responsibility for displaced persons and the maintenance of U.N.R.R.A.'s activities
in this field until a date not later than 30 June 1947 in order to permit future arrangements
to be made, and a resolution relating to the rehabilitation of the children and adolescents
of countries which were victims of aggression. The latter resolution is in the following
terms :

Whereas the rehabilitation of the children and adolescents of countries which were
the victims of aggression is of paramount importance for the achievement of recovery; and

Whereas those countries have undertaken or are undertaking co-ordinated national
programmes to achieve this end, which they regard as one of vital national interest and
which will require emergency action by them over a period of years; and

Whereas these national programmes cannot be carried into effect without imports
of certain types of food and equipment as well as reciprocal arrangements for technical
services; and
Whereas international assistance in the completion of these programmes is desirable and would further be helped by the co-ordination of the work of Governments and voluntary agencies on an international basis;

It is therefore resolved—

1. That such assets as the Central Committee may determine to be available after completion of the work of U.N.R.R.A. shall be utilised for the benefit of children and adolescents;

2. That such purpose might effectively and appropriately be served by the creation of an International Children’s Fund to which such assets would be transferred, together with any gifts for this purpose and for child health purposes generally, which may be made by Governments, voluntary agencies, individuals and other sources;

3. That a Standing Committee of the Council be set up to prepare recommendations, in agreement with the Economic and Social Council of the United Nations, and after consulting appropriate specialised agencies of the United Nations and such voluntary agencies as the Standing Committee may determine, with a view to the establishment of international machinery, and to report to the Council or the Central Committee—

(a) on the steps which should be taken to organise effectively and without delay the proposed activities, and

(b) on the response which might be obtained from the several possible sources of funds;

4. That such Standing Committee shall be composed of the members of the Council represented on the Central Committee or their alternates, together with the members of the Council or their alternates, representing Greece, Norway, Poland, Denmark and the Ukrainian S.S.R.

It is suggested that the Office should communicate to U.N.R.R.A., for the information of the proposed Standing Committee, the texts of the resolution concerning the protection of children and young workers and the resolution concerning the youth of liberated countries, adopted by the Conference during its Paris Session on 4 November 1945.

The International Labour Office has been represented regularly at meetings of the Committee of the Council for Europe, which have been held in London, by Mr. Clifton Robbins, Director of the London Office.

The Office was also represented by Mr. Hai-fong Cheng, Director of the China Office, at the meetings of the Committee of the Council for the Far East which met in Nanking from 7 to 9 June and at Shanghai from 17 to 18 July 1946.

Emergency Economic Committee for Europe

The Office was invited to send a representative as observer to the Special Meeting on Emergency Housing Problems convened by the Emergency Economic Committee for Europe, to meet in Brussels in July 1946. The Office was represented by Mr. I. Bessling.

The meeting recommended—

That appropriate arrangements be made for the continuous collection and distribution of information on European housing problems;

That pending the establishment of any permanent international housing organisation there be established under the aegis of the Emergency Economic Committee for Europe a technical working party to make recommendations as to arrangements which should be made for continuing the exchange and distribution among European Governments of information about housing. The working party should also study the possibility of making standard terminology and definitions for social housing needs and for building materials and technical terms. In order to avoid duplication and to take account of any work on particular aspects of this problem already being done by other international organisations, these organisations should be invited to participate in the working party. Organisations which the Special Meeting have particularly in mind are the I.L.O. and certain non-governmental international organisations such as the International Federation for Housing and Town Planning;

That the Emergency Economic Committee for Europe be invited to communicate to the Economic and Social Council of the United Nations the view of the Special Meeting that any plans which may be under consideration by the Economic and Social Council for the study on an international basis of problems of housing and town and country planning (or for the establishment of an international organisation to deal with these problems) should be pursued as rapidly as possible, or in the event that no such proposals are currently under consideration that the Economic and Social Council, as soon as circumstances permit, undertake or sponsor such a consideration.
The Technical Working Party held its first meeting in London on 23 August 1946. The Office was represented at this meeting by Mr. Clifton Robbins, Director of the London Office.

SUPPLEMENTARY NOTE
UNITED NATIONS

International Conference on Trade and Employment

As the Governing Body was informed at its 98th Session, the Economic and Social Council has decided to convene an International Conference on Trade and Employment and has appointed a Preparatory Committee consisting of representatives of 19 countries⁴ to arrange for the Conference and to prepare a draft Charter for an International Trade Organisation. This Preparatory Committee is to meet in London on 15 October.

The following invitation to send an observer to the forthcoming meeting of the Preparatory Committee has been received from the Secretary-General of the United Nations:

Sir,

I have the honour to invite your organisation to send an observer to the forthcoming meeting of the Preparatory Committee of the International Conference on Trade and Employment which will hold its first meeting in London on 15 October.

I shall be glad if you will inform me of the name of your observer as soon as conveniently possible.

I have the honour to be, etc.,

(Signed) Trygve Lie,
Secretary-General.

The Committee will have before it as a basis of discussion a suggested Charter for an International Trade Organisation prepared by the Government of the United States. Copies of the suggested Charter are being circulated for the information of Members of the Governing Body. The following provisions of the suggested Charter would appear to be of special interest to the International Labour Organisation.

Chapter I. Purposes

Article 1. General Purposes of the Organisation

The purposes of the Organisation shall be—

1. To promote the solution of problems in the field of international commercial policies and relations through consultation and collaboration among Members.
2. To enable Members to avoid recourse to measures destructive of world commerce by providing, on a reciprocal and mutually advantageous basis, expanding opportunities for their trade and economic development.
3. To encourage and assist the industrial and general economic development of Member countries, particularly of those still in the early stages of industrial development.
4. In general, to promote national and international action for the expansion of the production, exchange and consumption of goods, for the reduction of tariffs and other trade barriers, and for the elimination of all forms of discriminatory treatment in international commerce; thus contributing to an expanding world economy, to the establishment and maintenance in all countries of high levels of employment and real income, and to the creation of economic conditions conducive to the maintenance of world peace.
5. To provide a centralised agency for the co-ordination of the work of Members to the above ends.

Chapter III. Employment Provisions

Article 3. Relation of Employment to Purposes of Organisation

The Members recognise that the attainment and maintenance of useful employment opportunities for those able, willing, and seeking to work are essential to the full realisation of the purposes of the Organisation. They also recognise that domestic programs to maintain or expand employment should be consistent with these purposes.

Article 4. General Undertaking to Promote Full Employment

Each Member shall take action designed to achieve and maintain full employment within its own jurisdiction through measures appropriate to its political and economic institutions.

Australia, Belgium-Luxembourg, Brazil, Canada, Chile, China, Cuba, Czechoslovakia, France, India, Lebanon, Netherlands, New Zealand, Norway, Union of South Africa, U.S.S.R., United Kingdom, United States of America.
Article 5. Avoidance of Certain Employment Measures

In seeking to maintain or expand employment, no Member shall adopt measures which would have the effect of creating unemployment in other countries or which are incompatible with undertakings designed to promote an expanding volume of international trade and investment.

Article 6. Consultation and Exchange of Information on Matters Relating to Employment

The Members agree that they will: (1) make arrangements for the collection, analysis, and exchange of information on employment problems, trends, and policies and for the submission at regular intervals of reports on the measures adopted to give effect to Article 4; (2) consult regularly on employment problems; and (3) hold special conferences in case of threat of widespread unemployment.

Article 7. Assignment of Functions to Economic and Social Council

In accordance with the Charter of the United Nations, the Economic and Social Council will be responsible for furthering the objectives of Chapter III and supervising the fulfilment of the obligations assumed under Article 6.

Chapter VI. Intergovernmental Commodity Arrangements

Article 45. Principles Governing the Institution of Intergovernmental Commodity Agreements

Members undertake to adhere to the following principles governing the institution of intergovernmental commodity agreements involving the regulation of production, trade or prices:

1. Any Member having a substantial interest in the production, consumption or trade of any commodity for which an intergovernmental commodity agreement is proposed shall be entitled to participate in the consideration of the proposed agreement. The Organisation may invite the participation of non-Member countries having a similar interest.

2. Members agree not to enter into intergovernmental commodity agreements involving the regulation of production, trade or prices, except after—
   (a) investigation by the Study Group of the root causes of the problem which gave rise to the proposal;
   (b) determination, under procedures established by the Organisation in accordance with paragraph 6 of Article 55, either—
      (i) that a burdensome surplus of the product concerned has developed or is developing in international trade and such burdensome surplus would, in the absence of specific governmental action to prevent it, be accompanied by widespread distress to small producers accounting for a substantial portion of the total output and that these conditions cannot be corrected by the normal play of competitive forces because, in the case of the product concerned, a substantial reduction of price leads neither to a significant increase in consumption nor to a significant decrease in production; or
      (ii) that widespread unemployment, unrelated to general business conditions, has developed or is developing in respect of the industry concerned and that such unemployment cannot be corrected by the normal play of competitive forces rapidly enough to prevent widespread and undue hardship to workers because, in the case of the industry concerned, (i) a substantial reduction of price does not lead to a significant increase in consumption but leads, instead, to the reduction of employment, and (ii) the resulting unemployment cannot be remedied by normal re-employment processes;
   (c) formulation and adoption by Members of a programme of economic adjustment believed to be adequate to ensure substantial progress toward solution of the problem within the limits of the agreement.

3. Intergovernmental commodity agreements involving the regulation of production, trade or prices in respect of other than primary products shall not be resorted to unless the Organisation finds that exceptional circumstances justify such action. Such agreements shall be subject to the principles set forth in this Chapter, and, in addition, to any other requirements which the Organisation may establish.

Chapter VII. Organisation

SECTION A. FUNCTIONS

Article 50. Functions of the Organisation

It shall be the function of the Organisation—

(1) to collect, analyse and publish information relating to international trade, including information relating to commercial policy, business practices and commodity problems, and to industrial and general economic development;

(2) to provide technical assistance and advice to Members and to other international organisations, including such assistance and advice as may be appropriate in connection with specific projects of industrialisation or other economic development;

(3) to consult with, and to make recommendations and reports to Members regarding any matter relating to the purposes of the Organisation or the operation of this Charter, including the following:

   (d) recommendations as to measures for implementing the objectives of the Organisation in encouraging and assisting the industrial and general economic development of Member countries;
to co-operate with the United Nations and with other specialised international organisations in the attainment of the economic and social objectives of the United Nations and in the maintenance or restoration of international peace and security;

(7) generally to advise and to make recommendations to Members and other international organisations, and to perform any other function appropriate to the purposes of the Organisation.

SECTION E. THE COMMISSIONS

Article 61. Establishment of Commissions

The Conference shall establish a Commission on Commercial Policy, a Commission on Business Practices, and a Commodity Commission, and may establish such other commissions as may be required. These Commissions shall be responsible to the Executive Board.

Article 62. Composition and Procedure of Commissions

As set forth more fully in Article 71, the Organisation may make arrangements for representatives of other public international organisations having a special interest in the activities of any of the Commissions to participate in the work of such Commissions, pursuant to agreements with these organisations.

SECTION G. MISCELLANEOUS PROVISIONS

Article 71. Relations with Other Organisations

1. The Organisation shall be brought into relationship with the United Nations, as soon as practicable, as one of the specialised agencies referred to in Article 57 of the Charter of the United Nations. This relationship shall be effected through an agreement with the United Nations under Article 63 of the Charter of the United Nations, which agreement shall be concluded by the Director-General and approved by the Conference. The agreement shall provide for effective co-operation between the two organisations in the pursuit of their common purposes, and at the same time shall recognise the competence of the Organisation within its jurisdiction as defined in this Charter. Notwithstanding the provisions of Article 57, any changes in this Charter required under the agreement which do not involve new obligations by Members shall be effective on approval of the agreement by the Conference.

2. The Organisation shall co-operate with other international organisations whose interests and activities are related to its purposes, with particular reference to the importance of food and agriculture in relation to the subjects dealt with in Chapter VI. Effective working relationships with such organisations, which may include the establishment of joint committees or provision for reciprocal representation at meetings, or such other measures as may be necessary to assure effective co-operation, may be established by the Director-General. Formal arrangements for co-operation with such organisations may be entered into by the Executive Board.

SPECIALISED AGENCIES

Interim Commission of the World Health Organisation

The following communication has been received from the Executive Secretary of the Interim Commission of the World Health Organisation:

My dear Mr. Phelan,

13 September 1946.

The Interim Commission of the World Health Organisation is desirous of giving practical expression at the earliest feasible date to the need of collaboration between the International Labour Office and the World Health Organisation. At the request of Dr. Andrija Stampar, the Chairman of the Interim Commission, I am taking the liberty of transmitting to you a proposal to set up at the technical level two Joint Commissions: (1) on Industrial Hygiene and (2) on Provision for Medical Care and Health Services.

It is suggested that each of these technical commissions be composed of twelve members, six of whom would be appointed by the I.L.O. and six by the Interim Commission of the World Health Organisation. While it is perhaps unnecessary at this stage to consider in detail the terms of reference of these commissions, their main purpose would be to formulate means of avoiding duplication of effort, to delimit clearly the respective fields of work of the two organisations and to recommend such common action as may be considered desirable. The Joint Commission on Medical Care would doubtless deal mainly with such problems of common interest as social and health insurance and other medical benefit schemes and their relation to medical care in general.

There may be other problems, such as, for example, the prevention of accidental injuries, concerning which appropriate forms of co-operation by the International Labour
Office and the World Health Organisation should be developed at a later stage, but the two fields indicated above would appear to call for joint action with as little delay as possible.

I should be grateful if you would be good enough to consider this proposal and to submit it to the Governing Body of the I.L.O. at an early date.

Sincerely yours,

(Signed) Brock CHISHOLM,
Executive Secretary.

The principle of collaboration with the World Health Organisation was laid down in the Declaration of Philadelphia and reaffirmed when the Governing Body noted with satisfaction the provisions of the Constitution of the Health Organisation and decided to add the Interim Commission of the Health Organisation, and the Permanent Organisation when established, to the list of international organisations to be invited to I.L.O. meetings.

In these circumstances it would seem desirable to take action without delay in regard to the proposals received from the Interim Commission of the Health Organisation to give practical expression to the proposed collaboration. It is therefore suggested that the Governing Body might agree in principle in the course of its present session to the establishment of the proposed technical commissions. In order to avoid undue delay in the constitution of the commissions the Director might be authorised to submit to the Officers of the Governing Body for approval the names of six persons to represent the International Labour Organisation on each of the proposed commissions.
APPENDIX VI

SIXTH ITEM ON THE AGENDA

REPORT OF THE COMMITTEE OF EXPERTS ON THE APPLICATION OF CONVENTIONS

The Committee of Experts on the Application of Conventions held its 16th Session in Montreal from 8 to 12 July 1946.

The Report of the Committee, which is being printed as in previous years as an appendix to the Summary of Annual Reports made under Article 22 of the Constitution, is hereby submitted to the Governing Body.¹

APPENDIX VII

SEVENTH ITEM ON THE AGENDA

RECORD OF THE MEETING OF THE CORRESPONDENCE COMMITTEE ON WOMEN’S WORK

At its 97th Session (Paris, November 1945) the Governing Body authorised the Office to convene a meeting of experts chosen from among the members of the Correspondence Committee on Women’s Work. The purpose of this meeting was to study the problems of women’s employment in the post-war period with a view to examining at the technical level appropriate methods to implement certain of the principles formulated by the Conference in the Employment (Transition from War to Peace) Recommendation, 1944, and also to study the economic position of women workers and recommend the steps to be taken in order to ensure their just treatment. The latter part of the question, which the United States Government had proposed placing on the agenda of the 29th Session of the Conference, was added to the programme of the meeting after the United States representative on the Governing Body had withdrawn her proposal to place the question on the agenda of the Conference, on the understanding that these problems would be examined at a technical level by a meeting of experts.

The meeting was held in Montreal from 8 to 13 July 1946. Experts from ten countries had been invited, of whom eight were able to attend. A representative of the United Nations was present. The meeting had been prepared by approaching all the members of the Correspondence Committee in order to collect information. The exchange of views between the experts followed the basis of discussion prepared by the Office, the points of which were distributed under the following headings: means for facilitating the employment of women; measures for the preparation and readjustment of women for employment (training and retraining, measures for raising the level of traditionally feminine occupations); other problems of women’s employment in the post-war period; public policies for promoting fair and equitable distribution of women in employment under programmes for attaining full employment.

The experts summarised the results of their discussions in a report to the Director and requested him to present suggestions for suitable action to the Governing Body and also to the special committees of the International Labour Organisation which are concerned with the problems discussed. The report of the experts is given as an annex to this note.

The Governing Body will note that most of the suggestions on the placement of women formulated by the experts concern problems relating to the organisation of the employment service, a question which has been placed on the agenda of the 1947 Session of the Conference, and therefore the Office, in preparing the report to the Conference, may be able to utilise the information and suggestions derived from this exchange of views.

The suggestions on vocational guidance likewise concern a subject which will probably be studied in the near future with a view to discussion at the Conference. They will be useful in the preliminary studies of the Office, which had its attention drawn to certain aspects peculiar to the vocational guidance of women.

As regards other points of discussion on which the experts endeavoured to formulate practical suggestions resulting from their own experience as an aid in the application of the 1944 Recommendation—training and retraining of women, the interpretation of suitable employment, fixing of remuneration according to job content irrespective of sex, and some of the measures for raising the level of traditionally feminine occupations or types of work—it is clear that a first step is to make these suggestions widely known through Office publications. Nevertheless, the experts also requested the Office to undertake particularly thorough studies concerning certain problems as a basis for possible action: one of these studies would be on legislation and institutions providing for social home aide services (the development of which was greatly stimulated by war conditions); and another would be

1 Miss Marit Aarum, Secretary, Chief Inspectorate of Labour, Norway; Mrs. Isabelle Blume-Grégoire, M.P., Member of the Belgian Committee on Women’s Work, Belgium; Mrs. Rex Eaton, Associate Director, National Employment Service, Canada; Miss E. S. Fraser, O.B.E., Assistant Secretary, Ministry of Labour and National Service, United Kingdom; Mrs. Kirsten Gloerfelt-Tarp, M.P., Chief of Section in the Inspection of Labour and Factories, Denmark; Miss Frieda S. Miller, Director, Women’s Bureau, U. S. Department of Labor, United States of America; Mrs. Krishnahbai Wagh, Investigator, Labour Office, Government of Bombay, India.
on the new international aspects of industrial home work (resulting from the development of transport facilities) with a view to discovering adequate methods of regulating this type of work. The Governing Body will no doubt agree that the Office should make special studies of these problems and, if found necessary as a result of these studies, propose to the Governing Body lines of action which might be appropriate for dealing with them.

When requesting that the Office should continue its studies on conditions of work in domestic service, the experts expressed the hope “that the question of the status of domestic workers be placed on the agenda of the Conference at a forthcoming session in order to determine, by a Recommendation, minimum standards which should protect domestic workers”. This suggestion, which was formulated by the Conference in 1936 in a similar form, might, in due course, be brought to the attention of the Governing Body when it was deciding on the agenda of a session of the Conference on which it might seem possible to place this question.

On the other hand, certain immediate decisions are requested as a result of this meeting of experts.

1. It is suggested that the Governing Body authorise the Office to present the report of the experts to the Employment Committee, drawing their attention to the suggestions relating to the employment of women in the post-war period, since it is the Employment Committee which follows up the application of Recommendation No. 71 of 1944 and other decisions of the International Labour Organisation concerning employment.

2. The Governing Body will note that the experts suggest that the problems of women’s employment be studied by the Industrial Committees and ask that care be taken to ensure a fair representation of women’s interests on those committees which deal with an industry in which a large proportion of the workers are women, for example, the textile industry, the problems of which cannot be handled adequately without dealing with the problems relating to women workers; the need of fair representation would also be felt at a session of any Committee when a question especially affecting women is to be discussed. It is suggested that the Governing Body authorise the Office, when extending invitations to Committee meetings at which such cases may arise, to draw the attention of the Governments concerned to the importance of including experts on women’s problems among the delegates and advisers to the session of that Committee.

3. As the experiment of this first meeting of experts chosen among the members of the Advisory Committee on Women’s Work has been successful and as it may be found useful to convene other meetings of this kind in future, it seems advisable that the Governing Body should ensure its own representation at such meetings. It is therefore suggested that the Governing Body designate a representative from each group to take part in meetings of the Committee on Women’s Work whenever meetings of this kind may be convened.

ANNEX

REPORT OF THE CORRESPONDENCE COMMITTEE ON WOMEN’S WORK

Meeting on Post-War Employment of Women
(Montreal, 8-13 July 1946)

The group of experts chosen from the members of the Correspondence Committee on Women’s Work, which met in Montreal from 8 to 13 July, felt a serious sense of responsibility on learning that the meeting to which they had been convened for an exchange of views on the problems of women’s employment in the post-war period was the first session of this Committee. It reflects the highly significant change in women’s economic position that, after having functioned for the fifteen years of its existence only by written consultations, this Committee is called upon today to enter upon a more active form of work. The International Labour Organisation recognises thereby the growing importance of women’s work in the social and economic life of nations.

The Philadelphia Conference, held at a time when the war effort of the United Nations had reached its peak, recognised the importance of women’s contributions to the war economy and formulated equitable principles for dealing with female labour in the period of transition from war to peace. The experts on women’s work meeting in this post-war period regard their convocation for the consideration of women’s employment, present and future, as a sign that equal contribution is expected from women for the constructive work of peace, and that their place as active participants in the nation’s economy will be taken into account on an equitable basis in planning full employment and when unemployment occurs.

The employment of women today presents an aspect very different from that of 1919 when the Organisation was founded. Large numbers of women were called upon in the recent war to participate in the national effort in all belligerent countries. The war gave them an opportunity to prove that their aptitudes can be adapted to a great variety of skilled occupations
and, owing to improvements in technique which have brought about the substitution of mechanical processes for the muscular effort required in certain occupations, female labour can be used on a much wider scale, especially in industry. In a word, the technical differences between traditional men's occupations and traditional women's occupations have disappeared to a large extent. Customary approaches to the problem of women's labour have changed less than mechanical processes. However, women today are much more conscious of the fact that they are active members of the labour force.

In the interests of the human community and in the interests of the women workers to whom the I.L.O. has pledged its protection, policy for women's employment should necessarily open to them prospects on a level with the capabilities which they demonstrate. Moreover, the administrative machinery for integrating workers in the national economy should, if necessary, be readapted in the light of these new concepts.

It is in this spirit that the experts who met in Montreal examined the various problems submitted for their consideration. They hope that the suggestions which they are making on a certain number of definite subjects will inspire the practical application of these equitable principles of sex equality, always followed by the International Labour Organisation, and the development of a peacetime policy along the same lines.

**Placement of Women**

It was with great satisfaction that the experts learned that the question of the organisation of the employment service had been placed on the agenda of the 1947 Session of the Conference. Without attempting a comprehensive study of this important problem, they concentrated on these aspects concerning placement of women.

One general principle was considered of such importance that it is reiterated at the outset, namely, that employment services should be expected to place in a vacant job the person best qualified to fill the job, account being taken not only of the interests of the employer, but of the person seeking employment. For this purpose the individual aptitudes and the skills acquired by a woman worker should be taken into consideration in the same way as in the case of a male worker.

**Organisation of the Employment Offices.**

As regards methods of achieving this objective, the opinions of the experts differed and were coloured by the administrative customs of their countries. Several of them set forth the advantages of placing men and women through a single service organised on an occupational basis: they considered that men and women looking for a job are thus more sure of access to the employment opportunities offered in the branch of occupation to which they belong. They pointed out, however, that placement through a single service does not necessarily imply that women enter the employment office by the same door as men, nor that they wait in the same room. On the other hand, certain experts expressed the opinion that separate sections for the placement of men and of women give good results, provided that the two sections of a given service are established according to the same principles, operate under a single direction, along the same lines and in the closest collaboration. Moreover, for placement in technical and other higher posts, it was agreed that a single service was generally desirable. It was also agreed that in all cases decent and attractive premises must be provided if women are to be expected to use them. No one supported the idea of an employment service organised separately for men and women.

**Advisory Bodies.**

The desirability of advisory bodies in which women's interests are adequately represented was unanimously recognised in order to ensure a placement policy having due regard to women's interests. At each level—national, regional and local—where advisory bodies are found useful, women's interests should be represented. It was pointed out that, at the local level, the organisation of special committees or subcommittees for dealing with the employment problems of women have proved their value in many cases, especially in periods like that which we have just passed through when the employment market was subject to drastic changes and when it was necessary to study carefully all these factors in order to place women successfully.

**Vocational Guidance.**

The necessity of organising vocational guidance services, free to workers and competent to give expert advice, within the framework of placement services or in close collaboration with them, was recognised for all workers, but adult services particularly are useful for women, as a large number of women, because of family circumstances, enter employment late or return to it. Since they have lost contact with the school and may not have received vocational training at the normal age, it is essential to provide facilities for discovering their individual aptitudes.

It was stressed that there was need for vocational guidance founded on principles broadened
by war experience, for the direction of both girls and adult women towards either training facilities or placement in industry or in other fields of activity. Along with individual guidance, greater use might be made of methods for providing collective information such as pamphlets, radio talks, films, etc., on careers and occupations, on training facilities open to women, on time needed for preparation, current wages, prospects of success and of promotion. In this connection it would be particularly appropriate to explore new fields of activity as to their suitability for women. A public service operating as part of or in close collaboration with the employment service should be responsible for systematic research along these lines. It was pointed out, however, that guidance pamphlets and other information must reflect good current practice in order to stimulate the legitimate ambitions of young women and make known to them the full range of opportunity. In countries which have had no experience in war production, it would be desirable to spread information concerning results obtained in other countries where this production was very extensive in order to widen conceptions of vocational guidance as a basis for vocational training and the placement of women.

Training of Placement Personnel.

The need of trained personnel both for guidance services and for placement services was recognised by all the experts. Many of the elements of such training should be common to the personnel engaged in the placement of men and women, either within the framework of the single services or within the framework of separate sections of a given service. Nevertheless, specialisation might be useful in view of a thorough knowledge of the jobs generally allocated to women, of certain psychotechnical aspects of the question, of the social problems connected with the family responsibilities of women workers, of special legislation for the protection of women, if such exists, etc.

The personnel should have constant access to information on the changes which may occur in their own field of activity and keep their technical knowledge up to date in order that women applicants may profit by work opportunities in the modern, changing economic and technical situation. The staff should be given opportunities to enter the workplaces of the district, in order to be familiar with conditions under which work is carried on and to discover more easily what jobs are adaptable to women workers. Conferences between members of a given service or region and refresher training courses have proved of great value for improving the competence of the staff and helping them to overcome difficulties in their work.

Suitable Employment.

As regards both the placement of women and the granting of insurance benefits or assistance allowances during unemployment, the interpretation of the term "suitable employment", refusal of which entails suspension or loss of the benefits or allowances, is of primary importance. It was agreed that, for both men and women, the general standards for suitable employment, with revision in appropriate cases as to a reasonable period of time which may vary with individual circumstances, are: (1) skill qualifications comparable to those of the most recent employment, or of the highest skill used by the applicant; (2) wages comparable to those paid on the last job or to those established within the district offering the job; (3) suitability of experience; (4) convenience of location; (5) appropriateness of the applicant's physical condition to physical requirements of the job; and (6) absence of disqualifying circumstances in the job (such as trade disputes, wages below those provided by union contracts, or an unreasonable requirement of geographical shift).

It was pointed out that some of these requirements should be studied with particular care in the case of a woman worker, especially the location of the workplace when a woman worker has a family or household responsibilities. Furthermore, current interpretations of the term have often not kept pace with the current practices in the employment of women which have undergone wide changes in the last years. These interpretations reveal a thorough lack of understanding of women's capabilities and may thus be extremely harmful to their legitimate interests. Such regulations, for example, deprive an unemployed woman who refuses employment in domestic service of allowance rights, whatever may be her experience and technical qualifications in other branches of activity. While recognising that domestic service may offer a suitable opportunity of employment and, to an increasing extent, advantageous and skilled jobs, as efforts are made to raise the status of this occupation and to improve its working conditions, the experts unanimously agreed that domestic service cannot be considered suitable employment in every case. A woman claimant without skill in any occupation should not be required to accept placement in domestic service under penalty of losing her allowance unless the vacancy is clearly suitable in her case. She should rather be given the opportunity of receiving prior training in this or some other occupation.

Occupational Training and Rehabilitation.

It was found that during the war considerable progress had been made regarding the access of women, on an equal footing with men, to existing training facilities in accordance with the principle established in Paragraph 10 of the Vocational Training Recommendation, 1939.
It was considered that, where appreciable progress has been made, it should in every case be maintained. It was recognised, however, that training opportunities for both men and women must be related to employment prospects and that in countries where the development of women's work has received no impetus from war, much remains to be done, on the one hand, to ensure for women access to existing facilities and, on the other hand, to induce them to use these facilities and thus endeavour to acquire thorough training.

The fact that women often neglect to make use of existing training facilities seems to spring from complex factors which must be coped with in different ways in different countries. In the first place, it may be important to ensure that general education available to girls provides the necessary basis for technical training. In the second place, girls, their parents and their teachers should be made conscious of the value of vocational training, of the necessity of constantly improving the training they have acquired in order to receive promotion in their occupation and to readjust their technical skills to a changing economy. In the third place, existing facilities may require adaptation and supplementation if it is found that they are unattractive or unsuited to women. It was suggested that short courses might be more attractive to some untrained women who have become aware of the necessity of acquiring more systematic knowledge as a means of improving their position. It was pointed out that women's indifference to training is connected with the fact that their training prospects are frequently limited by custom and that any measure taken to facilitate the promotion of women is an effective way of stimulating their interest in training. It would thus be desirable to give information, by publication and other means, of the chances of promotion for women in various occupational branches. It would be desirable also to create or to place at their disposal training facilities for promotion, such as theoretical and practical courses for jobs as forewomen and supervisors.

**Remuneration According to Job Content Irrespective of Sex**

The experts noted with satisfaction that the Constitution of the International Labour Organisation recognises the principle that men and women should receive equal remuneration for work of equal value and that the Conference at its 26th Session at Philadelphia, 1944, giving in its Recommendation concerning Employment Organisation in the Transition from War to Peace a technical formulation to the same principle, recommends "that steps should be taken to encourage the establishment of wage rates based on job content without regard to sex". They reviewed the methods utilised in certain countries for analysing the characteristic elements of each job and for furnishing in this way definite standards for fixing wages according to job content. They noted that, especially for mass production, these methods have been found effective.

The experts consider that, either by collective agreements or by legislation, measures should be taken for applying in a practical way the principle of equality which the I.L.O. has affirmed and reaffirmed on various occasions. In particular, they request the International Labour Office to follow carefully the development of methods for achieving this result and they note with pleasure that the Governing Body has asked States Members to provide the Office with information on the progress which has been made in the application of Paragraph 37 of the above-mentioned 1944 Recommendation. The experts consider it essential that the principle of the rate for the job should be applied as a long-term policy.

As the principle of remuneration according to job content irrespective of sex has not been accepted in Great Britain as a placement basis and as the Royal Commission on Equal Pay is now enquiring into the subject, the United Kingdom expert reserved opinion on this item.

**Measures for Raising the Level of a Low Standard Occupation**

After an extensive discussion of the problems of the low standard and traditionally female occupations, it was agreed that domestic service was the least well organised, oldest and most widespread of these occupations. It was therefore discussed in detail as an example of a low standard occupation which called for immediate consideration. In the slightly industrialised countries it absorbs numerically the majority of female workers, and in some of the more highly developed industrial countries it is still, numerically, the leading occupation for women. Thus, the problem of conditions of work in domestic service is a most important problem in that it directly affects large numbers of working women.

There was also general agreement that domestic service in the household was by its nature one of the most socially important of all occupations. Since a widespread scarcity of domestic workers has arisen in many countries, it has become apparent that it is necessary to improve the standards of work, remuneration and skill of the workers in this field. Standards of employment and of skill must be lifted to be comparable to those in well organised lines of work.

**Conditions of Work.**

Living conditions, leisure time and holidays with pay should be defined. Clear definitions of duties, either by means of a written contract as provided for in some countries, or by other means of defining the work, should be developed in all countries.
Social security is needed by these workers as by others; whatever administrative adaptation may be necessary, social insurance schemes as they exist in each country (including accident, old-age and survivors', invalidity, health and maternity insurance) should be extended to cover domestic workers. Unemployment insurance may also be desirable to give stability to the occupation and to provide the worker with opportunity for selecting a position in accordance with established standards of suitable employment. The experts would like to suggest that the question of the status of domestic workers be placed on the agenda of the Conference at a forthcoming session in order to determine by a Recommendation minimum standards which should protect domestic workers.

Social Home Aide Services.

With the reduction of available personnel during the war, there was organised in several countries, under public authority, a wide range of home aide services to meet the special needs of emergency circumstances and special problems such as arise in the home from illness of the mother and housewife, and the care of the aged or young children. The development under public authority on a permanent and expanded basis of such social home aide services, comparable to public health nursing, seemed to all members of the Committee useful to both urban and rural communities, and a means for providing standards, status, and promotion opportunities to domestic workers. The experts decided to suggest to the International Labour Office that it undertake a study of the legislation and institutions providing for home aides as a basis for possible action.

The introduction of mechanical processes and electric power into homes is bringing into domestic employment the possibility of standards comparable to those of industrial occupations. Regulation heretofore suitable only to industrial work may, therefore, become adaptable to domestic employment.

In addition, it is apparent that this new development calls for vocational training to provide the worker with adequate skills. In connection with the discussion of training, it was pointed out that in this industry it is possible to get employment without any training whatsoever. The absence of vocational training among the majority of domestic workers is due less to lack of training facilities than to the failure of the occupation to attract capable women willing to undertake a course of study which would equip them for careers in it. There was agreement among the experts that the status of the occupation must be improved in conjunction with the furtherance of systematic vocational training.

The Special Problems of Employed Married Women

There was general agreement that married women must have the right themselves to choose whether or not they should undertake work outside the home. Legal hindrances to their employment should therefore be removed or their enactment avoided.

When married women are thus occupied, special problems arise from the circumstances of their double responsibility. For other working women who are charged with family or household responsibilities, circumstances create similar problems. Under the pressure of war, the nations' needs for women's services led to a wide development of welfare services to care for children, to supply prepared meals, and to provide shopping services. These need to be made permanent and extended and should be administered or subject to control by public authority as public community services.

Part-time Work.

An extended discussion of part-time work revealed that the experts, while recognising certain advantages in this work, the development of which is natural in certain types of occupation, recognised also certain problems which should be guarded against in its widespread expansion.

Problems for Investigation by the International Labour Organisation

The experts agreed that studies were needed regarding changing aspects of women's work. The studies should popularise information regarding developments in industrially advanced countries and should explore the provisions being made for women in the planning of employment, looking both to the development of the nations' economies and the safeguarding of women's opportunities when unemployment occurs.

The experts wished to use the opportunity of their meeting to raise with the International Labour Organisation other problems of great importance for women workers. The creation of Industrial Committees seems to offer an important avenue of approach to the study and analysis of women's employment problems. The Textiles Committee will meet in the near future; it will consider a series of difficult and serious problems in the textile industry. It will not handle them adequately until it recognises and deals with the
problems of women's employment in this industry. It was agreed by the experts that similar studies of women's problems will need to be developed within the framework of other Industrial Committees.

The experts suggest that, when an Industrial Committee deals with an industry in which a large proportion of the workers are women, or when at the session of a Committee questions especially affecting women are to be discussed, the Governing Body should draw the attention of States Members to the importance of including experts on women's problems among the delegates and advisers to the session of the Committee.

A new problem, arising from new patterns appearing in industrial home work, calls for new lines of action. The term "industrial home work" was used by the Committee to describe the contract made between the employer and the employee who works at home without the benefit of factory protection; it is not handicraft but is work on materials belonging to the employer and undertaken on order, tending to turn the home into a sweatshop. Many types of production have been carried on in homes, raising serious health problems and undercutting the wages of factory workers by direct competition. Regulation has been progressively developed in many countries. Today, with new facilities of transportation, employers are seeking new sources of cheap labour across national boundaries and, in many cases, in industrially underdeveloped areas or in those characterised by low standards of living. Since the wages paid are the going rates in the undeveloped districts and the goods are sold at high prices in the foremost markets of the world, advantage from the low cost of production does not generally accrue to the consumer in either country. As control of this situation is outside the power of any single nation, it was thought by the Committee of Experts on Women's Work that it should be studied on an international basis with a view to taking action for its regulation.

Finally, consideration was given to problems arising from the movement of people from rural to urban areas in respect of employment opportunities for women in rural areas, but time was lacking for a discussion leading to definite suggestions.

Conclusion

The experts wished to conclude the Report with the following statement:

The needs of war drove every Government concerned with problems of producing the weapons of modern warfare or providing essential services for defence to make more and more urgent calls upon the labour power of its women. Indeed, those nations in which such experience was dominant have freely and publicly recognised that women's war work was an essential condition of victory. Looking back upon the varied character, the extent and the intensity of their total effort, that appraisal seems justified. Looking forward to the organisation of production and organisation of services for peace, these wartime performances appear to offer a challenge and a guide. The members of the meeting would urge that they be dealt with as such by the International Labour Organisation in its handling of questions of women's employment.

First, we believe it is indicated that women themselves must continue to show the same readiness to participate in the full range of their country's and the world's economic needs—to train for new processes and new responsibilities, to help maintain industrial and other social standards through trade union organisation and otherwise, to share in the direction and planning of economic and social organisation devoted to the realisation of the aims of peace—as they did on the advisory committees and boards for the development of war production.

Second, we believe that in peacetime as in war, the State, the workers' organisations and management must continue to reduce and finally to eliminate traditional limitations on the work opportunities for women; and that economic and social organisation should continue to take account of women's human and family needs for the sake of creating more satisfactory conditions for all as well as for women's own sake.

If we are to look forward to the constructive achievement of peace referred to by the Acting Director in his welcome to the Committee, we venture to state that there also, as in the case of war production, it will be won only with the contribution of women's best efforts.

Finally, the members of the Committee on Women's Work participating in this meeting request the Acting Director of the International Labour Office to forward their suggestions, for adequate action, to the Governing Body and to special committees of the International Labour Organisation concerned with problems herein discussed.

(Signed) Kerstin HESSELGREN, (Signed) Frieda S. MILLER,
Chairman. Reporter.
APPENDIX VIII

EIGHTH ITEM ON THE AGENDA

RECORD OF THE MEETING OF THE CORRESPONDENCE COMMITTEE ON ACCIDENT PREVENTION

The Twelfth Session of the Correspondence Committee on Accident Prevention was held in San Francisco, California, from 8 to 27 July 1946.

As will be remembered, the Office had received a special invitation from the Governor of California, Hon. Earl Warren, to hold this session in San Francisco. Mr. Paul Scharrenberg, Director of the Department of Industrial Relations, attended the opening meeting and welcomed the Committee on behalf of Governor Warren, who had also addressed a telegram of welcome to the Committee.


The following members of the Committee attended the session:

Mr. Cyril AINSWORTH (United States).
Mr. R. P. BLAKE (United States).
Mr. Arne BAGGERTJD (Norway).
Mr. L. N. DUGUID (United Kingdom).
Mr. Carl H. FRY (United States).
Mr. Max HELFENSTEIN (Switzerland).
Mr. Jorge MEDELLÍN (Mexico).
Mr. R. B. MORLEY (Canada).
Dr. André SALMONT (France) (substitute for Mr. LAFARGE).
Mr. N. C. WINKEL (Netherlands).

Mr. Swen KJAER (United States), Honorary Member of the Committee and Reporter, also attended.

Mr. Carl H. FRY was unanimously elected Chairman.

The Committee began by discussing the remaining sections of Chapter VIII of the Draft Model Code (Section 2: Conveyors; Section 3: Power Trucks and Hand Trucks; Section 4: Plant Railways; Section 5: Piping Systems; Section 6: Lifting, Carrying, Piling and Storage of Material).

It then considered Chapter IX, Dangerous and Obnoxious Substances; Chapter X, Maintenance and Repairs; Chapter XI, Health Protection; Chapter XII, Protective Equipment; and Chapter XV, Safety Organisation.

Chapter XIII, Selection of Workers, Physical Examination, and Chapter XIV, Medical Aid, were discussed only in a general way by the Committee; it was felt that the detailed discussion of these chapters should be left to the Correspondence Committee on Industrial Hygiene. That Committee, therefore, will be consulted by correspondence, both on these chapters and on Chapter XI, Health Protection.

After concluding the detailed discussion of the various chapters of the Draft Model Code, the Correspondence Committee proceeded to a brief exchange of views on the Code as a whole. The Committee was unanimous in thinking that the Code would be of very great value to the authorities, organisations and persons responsible for the prevention of industrial accidents in the different countries; some members, however, expressed a desire to consult special experts on certain points of the Code before the Preparatory Technical Conference, and the British member expressed the hope that it might be possible to "take from this Code and build up a good Convention".

Several members stressed the need for some easy method of modifying the Model Code from time to time, so as to keep it up to date, taking into account the rapid technical developments which are taking place in many branches of industry.
APPENDIX IX

NINTH ITEM ON THE AGENDA

RECORD OF THE FIRST SESSION OF THE PERMANENT MIGRATION COMMITTEE

The Report of the Permanent Migration Committee, which is attached to this note, calls for certain decisions by the Governing Body.

Before referring to the points on which decisions are necessary, there is one preliminary comment that should be made. At its 95th Session the Governing Body appointed three experts, namely, Mr. Doria de Vasconcelos, Mr. George Warren and Mr. van Zeeland. Shortly before the date of the meeting, however, Mr. George Warren informed the Office that he would not be able to attend the meeting and he suggested that Professor Joseph P. Chamberlain of Columbia University should be invited to take his place. The Acting Director consulted the Chairman of the Governing Body who agreed that an invitation should be sent to Professor Chamberlain.

It is suggested that the Report should be sent to all Members of the Organisation and to the international organisations which were invited to send representatives, namely, the United Nations, the Food and Agriculture Organisation, the United Nations Relief and Rehabilitation Administration and the Intergovernmental Committee on Refugees. It is also suggested that the Report should be sent for information to the Pan-American Union and to the Provisional International Civil Aviation Organisation.

The resolutions adopted by the Committee are reproduced in Appendices I to IV of the Report. No special decision is required on Appendix I. On Appendix II a number of decisions are required.

On paragraph 1 it is suggested that the Governing Body might authorise the Office to consult the Members of the Organisation on (a) the desirability of revising the Migration for Employment Convention, 1939, the Migration for Employment Recommendation, 1939, and the Migration for Employment (Co-operation between States) Recommendation, 1939, and (b) on the points to which they consider the revision should apply.

When this information is obtained, the Governing Body can decide what further action to take.

In paragraph 3 the Committee suggests that the Office should continue and expand its studies and its assistance to Governments in respect of certain questions. It is suggested that the Office should be authorised to carry out the wishes of the Committee.

On paragraph 5 it is suggested that the Office be authorised to undertake the consultation recommended by the Committee and that the Governing Body should defer until a later session a decision concerning the placing of the question on the agenda of the Conference.

Paragraphs 6 and 7 should be read together. It is suggested that the Office be authorised to consult the Secretariat of the United Nations on this subject and in the light of this consultation prepare a report for the consideration of the Governing Body.

On paragraph 9 it is suggested that the Governing Body authorise the Office to draw the special attention of the International Bank for Reconstruction and Development to the recommendation of the Permanent Migration Committee.

On paragraph 10 no decision appears to be required.

Paragraph 11 involves questions of staffing and finance on which it would seem premature to come to a decision immediately. It is suggested that the Governing Body might authorise the Office to consider the matter further and to present a report to the Governing Body at a later session.

Appendix III deals with the question of racial discrimination in connection with migration. The Committee proposed that this resolution, together with a record of the speeches made in the course of the discussion in the Committee, should be referred to the Economic and Social Council with a view to the question being considered by the Commission on Human Rights. As, however, the subject may also be of interest to other organs of the United Nations, it is suggested that the attention of the United Nations be drawn to the resolution, for such action as may appear appropriate, and that a record of the speeches made in the Committee be made available to the United Nations.

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On Appendix IV decisions are necessary on paragraph 13. It is suggested that the question of placing on the agenda of an early session of the International Labour Conference the question of the technical selection of migrants and provision for their training might be deferred to a later session of the Governing Body.

With regard to paragraph 13 (b), centralising information material for training purposes and making such material available to the countries of emigration and immigration would seem to be part of the regular functions of the Office. So far as films are concerned, it is suggested that the Office should study this question and should inform the Governing Body of the results of this study at a later session.

ANNEX

REPORT OF THE PERMANENT MIGRATION COMMITTEE
(First Session, Montreal, August 1946)

In accordance with a decision of the Governing Body at its 98th Session (Montreal, May 1946) the Permanent Migration Committee held its First Session in Montreal from 26 to 31 August 1946.

Twenty-five Governments were represented at the meeting and, in addition, three Governments sent observers. The meeting was also attended by three expert members, (Professor Joseph P. Chamberlain (United States), Mr. Doria de Vasconcelos (Brazil) and Mr. Paul van Zeeland (Belgium); three advisory members representing the United Nations (Mr. Lozada), the United Nations Relief and Rehabilitation Administration (Mr. Robertson) and the Intergovernmental Committee on Refugees (Miss Biehle); and three representatives of the Governing Body (Mr. Amado, Government representative (Brazil); Mr. Macdonnell, Employers' representative (Canadian) and Mr. Bengough, Workers' representative (Canadian).

The Committee unanimously elected Mr. Paul van Zeeland as Chairman, Mr. Wheeler, representative of Australia as Vice-Chairman, and Mr. Chamberlain as Reporter.

The agenda fixed by the Governing Body was as follows:

I. Exchange of views on post-war migration prospects;
II. Forms of international co-operation capable of facilitating an organised resumption of migration movements after the war;
III. Racial discrimination in connection with migration;
IV. The technical selection of immigrants;
V. The resolution concerning migration adopted by the Third Conference of American States Members of the International Labour Organisation.

General Considerations

It may be recalled that the Committee was established by the Governing Body at its meeting in February 1940, but the terms of reference of the Committee at that time were limited to migration for settlement. A meeting of the Committee was first set for June 1940 but owing to the war this meeting could not take place. At its 93rd Session (Philadelphia, May 1944) the Governing Body broadened the functions of the Committee to include industrial as well as agricultural migration and decided to place items I to III on the agenda. At its 98th Session (Montreal, May 1946) the Governing Body added items IV and V to the agenda.

The Acting Director of the International Labour Office, in opening the meeting, stressed the technical aspect of migration problems but at the same time called attention to the danger of abstracting a technical problem from its framework and dealing with it in isolation. He pointed out that migration is one of the general problems which cannot be the preserve of any single organisation, since it involves labour conditions, economic and financial matters and political questions. Effective treatment will require that it be dealt with by all the competent international organisations concerned. The function of the Permanent Migration Committee is to tender advice to the Governing Body on the technical problems falling within its competence and leave to the Governing Body itself, in receiving the Report of the Committee, the decision as to which problems will have to be followed up by the International Labour Organisation and which would more properly belong to some other international agency.

First Item on the Agenda

There was a long and interesting exchange of views on the question of post-war migration prospects, in which the following members took part: the representatives of the

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1 Mr. George Warren had been appointed as an expert by the Governing Body but was unable to attend the meeting. In agreement with the Chairman of the Governing Body, Professor Joseph P. Chamberlain was invited to take his place.
The members of the Committee generally expressed views favouring a great increase in future migration, both in the interest of countries of emigration and of immigration and as part of the development necessary for the improvement of international trade and the raising of standards of living in different countries of the world.

It was, however, pointed out by the representatives of countries of immigration who planned to receive immigrants in large numbers that immigration cannot begin on a wide scale in the near future. There is a lack of shipping to provide the transport across the seas. In the view of certain countries which had sent large numbers of their people abroad in the armed forces, the transportation available is being used for their return. It was also pointed out that housing was not available in many of the countries of immigration, and representatives of certain countries declared that what housing is available must be used first of all for the members of their armed forces who have been demobilised in considerable numbers. Representatives of other countries said that there would have to be housing provided before large numbers of immigrants could be brought into these countries under proper conditions.

Again, it was pointed out that time would be required for the preparation of the projects of settlement for agricultural settlers—often an expensive and long-term preparation would be necessary—and that industrial workers should not be brought in until there was work appropriate for them to do. Representatives of countries which are demobilising their armed forces in large numbers emphasised that these men and women, as well as the persons who have been working in war industries, must be provided with jobs before immigrants from abroad can be welcomed.

Certain of the members representing immigration countries pointed to the very large expense that would be involved in transport and in the preparation of land or provision of work for immigrants and said that it would be difficult for them to find the financial resources which would be needed for large-scale immigration. They urged that migration was an international interest, which would benefit countries other than those directly concerned, and that therefore there should be consideration of aid in financing such movements.

It was noted that owing to the great destruction caused by the war there would be little emigration from many of the former countries of large emigration. Certain countries will need to hold their own people at home for the work of rebuilding and restoration from the vast damage caused during the war. The Polish representative in particular pointed out that the policy of his Government was to prevent emigration and even to call back to Poland such Poles as were abroad as a result of the war, since they would be needed in rebuilding their own country. In the view of the Polish Government, the migration of Poles wherever they may be situated should be undertaken only on the basis of bilateral agreements to which the Polish Government is a party. In the course of the discussion on a later item of the agenda, reference was made to negotiations opened by the Brazilian Government for the immigration of members of the Anders Army. The Polish representative said that in his view these negotiations should take place with the Polish Government and not with any other authority.

The Italian representative said that his Government would put no obstacle in the way of emigration, either temporary or permanent. Temporary emigration should be mutually advantageous to the country of immigration and to the country of emigration in promoting reconstruction. The Italian Government has already concluded agreements with a number of European countries for the temporary supply of Italian labour in order to obtain the necessary foreign exchange and raw materials for Italian industry. Similar principles should be applied to overseas emigration.

Other representatives stated that while their countries were not ready to send out emigrants at present, they would like to see the emigration of their nationals resumed as soon as the restoration work at home is sufficiently advanced to permit it.

The representatives of Greece, India and Italy took a different view. They stated that they would have available large numbers of good emigrants who would have to go abroad to find work, both in order to obtain a reasonable standard of living for themselves and to help in securing improved standards of living at home.

The Indian member pointed out that one of the immediate problems of his Government was the settlement of the demobilised soldiers in the large army, which he estimated at two millions, raised by voluntary enlistment in India for service in the common cause of the Allies. He recalled their valour, as evidenced by the relatively high proportion of the Indian soldiers who had received the Victoria Cross.

The representative of France said that his country needed a considerable immigration
of upwards of a million to aid in restoration of the devastation caused by the war and to
man the mines and industries of France.

The necessity of international co-operation in many cases in fulfilling the conditions
necessary for large-scale immigration was stressed by many speakers and the Committee
therefore incorporated in its resolution a paragraph urging all countries to co-operate with
one another to the maximum extent possible, either through the appropriate organs of the
United Nations and appropriate specialised agencies or through bilateral agreements.

The serious plight of the refugees and the importance of a solution of the problem of
finding settlement for them was stressed by several speakers. Mexico, Egypt, France and
Sweden emphasised that they had already received many refugees to whom they were
giving shelter. Mexico declared her readiness to receive other refugees, particularly Spanish
Republicans. The United States Administration has expressed its intention to try to get
Congress to modify the quota law in favour of admitting certain refugees and displaced
persons. Venezuela is ready to accept refugees but it cannot finance their movement, so it
suggested that U.N.R.R.A. might do so. The representative of U.N.R.R.A. stressed the
importance of the problem of refugees and displaced persons and urged that the countries
of immigration take it into consideration in planning their immigration policy.

At the conclusion of the general exchange of views on post-war migration prospects,
a Drafting Committee, composed of the officers of the Committee, the expert members
and the representative of the Swiss Government, was asked to prepare a draft resolution
summarising the views expressed and suggesting further action on this question.

The resolution prepared by the Drafting Committee was considered at a general meeting
of the full Committee and with some amendments was unanimously adopted. The text as
adopted constitutes Appendix I of the report.

Second and Fifth Items on the Agenda

In introducing item II of the agenda, the representative of the Director called attention
to the composition of the Report submitted by the Office and in particular to the Plan
of Discussion appearing on pages 69 to 75. He pointed out that item V of the agenda,
"Resolution concerning migration adopted by the Third Conference of American States
Members of the International Labour Organisation ", should also be dealt with under
item II of the agenda. He called attention to three aspects of the migration problem
which the Office thought should receive particular consideration by the Committee: first, the
question of international co-operation in the field of financing; secondly, the need for safeguards
against the lowering of national, social and economic standards by immigrants, a question
which had been specially referred to the Committee by the Philadelphia Conference of 1944;
and finally, to the position of the 1939 Migration for Employment Convention, which had
not been ratified by any Government. In explaining the suggestions made by the Office
concerning forms of international collaboration and future action in this field, he emphasised
the desire of the Office to know the opinion of the Committee regarding the service which
it can render to Governments in this field through promoting bilateral collaboration or
studying and encouraging collaboration by international agencies.

The representative of U.N.R.R.A. gave information to the Committee in respect to the
question of displaced persons now numbering about one million. It is hoped that this
number will be considerably reduced and that many will return home, especially Poles
and Yugoslavs. He observed that in the course of the next year the proposed International
Refugee Organisation under the United Nations is expected to take over this responsibility
from U.N.R.R.A. In the next few years the main task of resettlement and migration of
refugees and displaced persons will be undertaken by the International Refugee Organisation.
There should be correlation of other international activities with the International Refugee
Organisation and, in the process of finding new homes for other persons whose situation is less
difficult, there should be as little interference as possible with the resettlement of displaced
persons. Other international agencies, such as the International Labour Office, could be of service
by collecting information on persons seeking to migrate and countries prepared to receive
them and making this information available to the International Refugee Organisation. The
representative of U.N.R.R.A. stressed the point that the International Refugee Organisation
is intended to be temporary and that U.N.R.R.A. will shortly go out of business.

The representative of the United Nations thanked the International Labour Office for
the work it had done, and stated that the collaboration of the International Labour Office
would be essential, when the temporary phase of the refugee situation had ended, in the
preparation of whatever work is undertaken by the United Nations at a later stage. The United Nations would profit from the experience already obtained by the I.L.O. in this field. He was sure that co-operation between the I.L.O. and the United Nations will become increasingly fruitful and practical in the future.

The representative of the Intergovernmental Committee on Refugees outlined the recent decisions taken by the Executive Committee at its meeting last July. The Intergovernmental Committee will direct its attention immediately to negotiations with Governments on behalf of refugees needing a new country of settlement and will undertake to carry out the preparation for migration and transportation and the beginning of resettlement in the interim period before the establishment of the International Refugee Organisation. Its extension of activity will increase co-operation with other organisations, such as U.N.R.R.A., in carrying out its work. The Intergovernmental Committee has a mission in one Latin American country and is preparing missions to other Latin American countries in preparation for the reception of refugees as immigrants. These missions will discuss with the Governments concerned various aspects of conditions for the reception of immigrants, including financial backing and credit available. The representative of the Intergovernmental Committee stressed the importance of gathering information essential in the operation of a migration and resettlement programme and requested that Governments co-operate in gathering this information and bringing it together through some international organisation.

Mr. van Zeeland, speaking individually and not as Chairman, stated that he would speak with great frankness. He thought that from a frank discussion there would emerge a movement of agreement which decisions would finally be based. He divided his remarks into three headings: (1) the general aspects of the problem of migration; (2) the eventual international organisation of migration; and (3) the role of the International Labour Organisation.

The problem of migration he considered to have two principal characteristics. The first was that it covered all the aspects of migration movements, whether temporary or permanent, whatever their cause, and in whatever moment of history they exist. Men emigrate for the same fundamental reasons: they are urged by economic, social and political causes; by spiritual or religious forces; or even by that human force which drives a man to improve his situation. Under certain circumstances, abnormal pressures come into play, as for example the present war, which was not the first war to cause migration. Reference had been made to the problem of refugees; this problem was being cared for by capable organisations and its solution could be left to them. The problem of refugees used in the widest sense could be dealt with in two ways: First, repatriation was needed. It has been carried on speedily and generally satisfactorily, and is still continuing. Secondly, there will ultimately remain a certain number of persons who are not repatriated and who will have to be re-established somewhere in the world as migrants. The temporary United Nations organisation for refugees could be helped by the work of the International Labour Organisation. For practical reasons this Committee should not deal with the question of refugees.

Mr. van Zeeland pointed out that the problem of migration, although permanent, has undergone a fundamental change. Spontaneous migration, as in the past, was possible in a less organised world when there was much free land. Today the whole world was organised; some country or another had legal authority in all parts of the world. Future migratory movements must be organised to respond to the closer world organisation of today.

The second characteristic of migratory movements is that they are international. They concern men of many countries and thus constitute an international problem, raising economic, social, political and moral questions. Without losing sight of the fact that the problem is international, it must be solved in the spirit in which all international problems should be settled, so that all the interests affected may be considered and served.

There are four interests concerned: that of the migrant himself; that of the country of emigration; that of the country of immigration; and that of world society. Migratory movements have been an important element of world economic equilibrium and general expansion, and their resumption is important.

These four interests are different but not divergent and must be harmonised. It is evident that the movement must be organised and in some measure it requires international financing. One aspect of financing is that the migrant may have to transfer his possessions from one country to another. Another aspect is the need to finance his installation in the country of immigration, and some representatives of countries of immigration referred to their difficulties in financing migration. Financing in many instances will become a problem of the whole international community.

Mr. van Zeeland pointed out that much benefit might come from a central organ for migration which would have the duty of co-ordinating the activities in respect of migration. The problem of setting up this organisation would be a task for the United Nations. Such an organisation would have close relations with the International Labour Organisation which would continue to watch over the interest of the migrants themselves and fulfil its responsibilities, as set forth in the Philadelphia and New York Resolutions, to ensure that
such migration would not affect the maintenance of the standard of living of workers in countries of emigration or immigration. Other agencies would also have their special responsibilities and would co-operate with any new organisation. The International Bank should be the source of the international funds which might be put at the disposal of the new migration organisation to help facilitate migratory movements. Such an organisation of co-ordination would not be costly and might even economise expenses through its operations. It would not interfere with the role of other international organisations.

Mr. van Zeeland then took up his third point and outlined the role he hoped that the International Labour Organisation would undertake. In the first place, he suggested that a model agreement might be drawn up which would incorporate the various points on which there was general agreement, based on the Conventions, Recommendations and Resolutions adopted in the past and on the general discussion at the Committee, which would serve to guide countries of emigration and immigration in drawing up bilateral agreements. The bringing together into a single agreement of all those provisions which affect the protection of the migrants and the economic and social equilibrium of countries of immigration would greatly assist future bilateral action in this field. The Office might be asked as a result of the deliberations of the Committee to formulate such a model agreement for future consideration.

In conclusion, Mr. van Zeeland proposed that the Committee should express its views concerning the desirability of establishing a permanent international migration organisation, along the lines which he had outlined, and in addition express its opinion with regard to the financing of migration. He also suggested that the Committee should attempt to reach precise conclusions concerning each of the questions raised by the Office with regard to the protection of migrants and the standard of living of workers in countries of emigration and of immigration. The experience of Canada, the United States and some Latin American countries gave evidence of the great benefits which migration had brought to these countries and to humanity itself. Based on this experience there should be confidence in the future.

The Indian representative, referring to the financial problems of the settlement of refugees, thought that a committee of the International Labour Organisation such as the Migration Committee should not go into the financing and settlement of refugees, which is a problem for the United Nations. The Committee should study the problem of large-scale migration movements for purposes of settlement. India is now a creditor nation and will be in a position to bear the cost involved by the emigration of its nationals, as do other countries. The financial problem does not arise when both countries of emigration and of immigration have sufficient financial resources, but only when a country having people wanting to emigrate has limited resources, and when a country needing immigration for its development has not the required financial resources. He therefore asked whether the Committee should not suggest to the Governing Body that the possibility of the International Bank dealing with the financial problem of migration might be explored. The Permanent Migration Committee will need adequate and complete information in respect to the many questions affecting migration. The International Labour Organisation will find it difficult to add the whole of this task to its many other duties. From the point of view alone of providing this information the suggestion of an international migration institute was sound. The Committee should examine the question to see what it could do.

The representative from New Zealand said that the question of refugees and displaced persons was already in very good hands. The Committee should concentrate on forms of international co-operation to facilitate migration. There were two suggestions before the Committee in respect to the establishment of an international migration institute. One was that the Committee approve of the desirability of the proposal and the other that it be referred to the International Labour Office for further study. He thought that there was danger of setting up too many international organisations to do jobs that could be done as well by existing organisations. Many aspects of migration are dealt with by the International Labour Organisation because immigration and labour conditions could not be separated. Another international organisation would not necessarily solve these problems and, while further study should be given to the desirability of setting up the proposed institute, he would be opposed to setting up international organisations for things very well looked after by existing agencies, and he believed that this reflected the opinion of his Government.

In order to facilitate the Committee's consideration of the series of problems raised under the heading of forms of international co-operation in the field of migration, the Drafting Committee previously named to deal with item I was asked to undertake a further task and prepare a draft text which would take fully into account the suggestions put forward in the Office Report and the opinions expressed by the members of the Committee.

In the course of the discussions, first in the Drafting Committee and subsequently in the full meeting, certain additional aspects of the problem emerged. In particular, it was made clear that a number of Governments have found that certain provisions in the text of the Migration for Employment Convention, 1958, prevent ratification and consequently desire to have the Convention revised. The Committee therefore proposed that the
Governing Body be asked to open a revision procedure and, if possible, refer the results of a consultation of Governments as to the desirability of revising the Convention and related Recommendations to the next session of the Permanent Migration Committee.

It was also made clear that there is a wide divergence of views as to the type of centralised authority that should be recommended for dealing with migration problems and that the whole question needs further study by the competent authorities of the International Labour Organisation and the United Nations. Irrespective of the outcome of such study, it was important that the International Labour Organisation should fully resume and develop its own work in the field of migration and should undertake further activities in those aspects of the problems calling for international co-operation for which it is competent. It was therefore suggested that the Governing Body should be urged to make the necessary provision for developing the work of the International Labour Organisation on migration.

In the course of this discussion, the representative of the United States Government called attention to the need for additional study of the problems arising with regard to temporary work migration and to the desirability of special emphasis being placed on the assistance that the International Labour Office could give to Governments regarding provisions to be included in agreements for temporary work migration. Related to this proposal was a suggestion made by the Mexican Government that the Office should study particularly provisions guaranteeing temporary migrants a reasonable amount of paid employment. Taking these suggestions into consideration and, in addition, the proposal made by Mr. van Zeeland for the drawing up of a model bilateral agreement, the Committee proposed that the Governing Body should be invited to place on the agenda of the next session of the Committee, with a view to subsequent consideration by the International Labour Conference, the whole question of a model agreement which might guide Governments in negotiating bilateral arrangements, and that the Office, before the next session of the Permanent Migration Committee, be authorised to consult Governments on the various points that should be included in such an agreement.

In drawing up the principles which should be kept in mind in organising future migration, the representative of Australia stressed the desirability of immigrants being prepared to become citizens of the country of immigration. The representative of Switzerland said that it was desirable that emigrants should be prepared for their future life in the country of immigration, in order to facilitate their adaptation and to spare them as far as possible, the disappointments and difficulties of their early years. He added that immigration countries should take an active part in helping immigrants to become citizens and take their full place in the economic and social activities of immigration countries. The Italian representative urged that immigrants should enjoy full legal rights provided they comply with the laws of the country of immigration. If this principle is not accepted, as seems to be the case under Article 69 of the Draft Peace Treaty, they should be given greater facilities to acquire citizenship.

Taking account of the importance of the desire for financial assistance to be given to Governments, the Committee decided to invite the Governing Body to bring to the notice of the International Bank for Reconstruction and Development the question of considering the importance of migration as a factor in economic development when it is passing on requests for loans and the possibility of aiding migration within the scope of its authority. Finally, at the suggestion of the representative of U.N.R.R.A. and of the Intergovernmental Committee on Refugees, the Committee desired to call the attention of the Governing Body to the desirability of the Office assisting, wherever possible, the Secretariat of the United Nations, the Intergovernmental Committee on Refugees and the proposed International Refugee Organisation through the provision of information about immigration policies and aiding in any other way possible in their work.

After consideration of the proposed draft submitted by the Drafting Committee to cover the various questions raised under this item, the Committee unanimously adopted Resolution II, which is given in full as Appendix II of this report.

Third Item on the Agenda

The question of racial discrimination in connection with migration gave rise to a very interesting discussion which, in spite of the delicate character of the problem, was maintained at a high level.

The representative of India presented the case for his country. He said that India had a population of 400 million persons and an annual increase of 5 millions. The famine in Bengal three years ago was a reminder of the perils of overpopulation. One of the solutions for this problem to which the Government of India must apply its mind was that of finding outlets for the surplus population. Indians had no wish to go where they were not wanted and India recognised that the right of countries to regulate the composition of their populations could not be altered without their consent. There were curtains of distrust which were not easy to lift but he appealed for a more enlightened approach
to the whole problem. India was ready to co-operate wholeheartedly with any country which was prepared to open its doors to Indian immigrants and, in particular, to ensure that legitimate standards of wages and living and civilisation were safeguarded. He especially mentioned the members of the demobilised Indian armed forces and said that the settlement of these soldiers was the most urgent problem.

The representative of Mexico said that from 1929 onwards Mexicans were considered as undesirable immigrants in the United States of America. He was happy to say that this situation had improved as a result of the good neighbour policy inaugurated by President Roosevelt. Nevertheless, discrimination by certain local authorities still continued. He also drew attention to another problem, which was discrimination not against immigrants but against the nationals of the country of immigration. He referred particularly to foreigners being brought into a country with conditions of employment superior to those of the native population.

The representatives of various immigration countries, among which were the Argentine Republic, Australia, Dominican Republic, New Zealand, the United States, Uruguay and the Government representative of the Governing Body (speaking on behalf of Brazil) pointed out that in fact discrimination on a basis of race was rare. Countries, however, had to select those immigrants whom they considered could best be adapted and assimilated to their conditions. Moreover, countries of immigration could not accept persons who might endanger the standard of living of their own population. There was therefore discrimination against particular persons but not against particular races.

The representative of the United States referred particularly to the question of Mexican immigrants in his country and said that his Government would continue its efforts to translate into full reality the equal rights and equal treatment provided for in the national legislation.

Several speakers, including the Brazilian expert and the representative of Panama, pointed out that there were certain deep-rooted sentiments on this question which could be eliminated only by systematic and prolonged educational activity. A subcommittee, composed of the officers of the Committee, the experts, the representatives of the Governments of France, India, the United States and Uruguay, the Government representative of the Governing Body and the representative of the United Nations, was appointed to draft a resolution which, with some amendments, was subsequently adopted unanimously by the Committee (see Appendix III).

Fourth Item on the Agenda

The fourth item on the agenda of the Committee concerned the technical selection of immigrants. The report of the Office on this question also dealt with the problem of technical training which is closely linked with that of technical selection. Representatives of the Governments of France, the Netherlands, Sweden, Switzerland, the United States, Uruguay, the Government representative of the Governing Body and the representatives of U.N.R.R.A. and the Intergovernmental Committee on Refugees participated in the discussion of the Committee in the full meeting. All of the speakers, whether they represented countries of immigration or of emigration, stressed the importance of technical selection and in particular of vocational training for immigrants. In the view of a number of the members of the Committee such selection should, wherever possible, take place in the country of immigration, subject to the conditions, however, that there must be close collaboration between the authorities of the countries of emigration and immigration.

It was made clear in the course of the discussion that the establishment of criteria for the selection of migrants should not be used as a restrictive measure but as a means of helping the migrants. From the point of view of the immigration countries, the qualifications required of immigrants may vary according to different situations. For example, when immigration was especially for the purpose of increasing the population of an underpopulated area, it was preferable for the immigrants to be married. Certain of the members pointed out, however, that they attached special importance to occupational aptitude as well as psychological qualifications and gave even more weight to these factors than to what the migrants knew. They considered that adaptation to new conditions of work and livelihood depended, moreover, to a large extent, on the psychological qualifications of the immigrant. However, such adaptation could be greatly facilitated by appropriate measures, taken by the countries of immigration, for immigrants after their arrival. Several of the members noted that it would be advantageous to select migrants through official agencies. In the view of a number of members of the Committee, vocational training of migrants in contrast with the process of selection would be better done in the country of immigration. It would, nevertheless, be useful for the immigrant before leaving his own country to receive some general instruction comprising, in particular, a study of the language of the country of immigration. On arrival in the country of immigration, the immigrant could receive vocational training, properly so-called, in ad hoc centres or within the general framework of occupational courses given for all workers, both national and foreign, or in the industrial
or agricultural centres where they would be employed as wage earners. It was pointed out that in all three cases it was important that immigrants receiving vocational training should be paid wages adequate to assure their livelihood and reasonable in relation to prevailing wages in the country of immigration.

A number of members of the Committee described the work being carried out in their own countries with regard to vocational training. Attention was called to the vocational training schemes in the centres which U.N.R.R.A. administers for the benefit of refugees and displaced persons. Nevertheless, a number of the members who had had practical experience in this matter did not consider it desirable to recommend the establishment of international centres for vocational training of ordinary migrants.

It appeared from the general discussion that the closest possible international collaboration, particularly through bilateral arrangements, was indispensable in the field of technical selection and vocational training of migrants. Only such collaboration would make it possible for the countries concerned to collect the precise type of information necessary with respect, on the one hand, to the capacities desired in immigrants, and, on the other, to the conditions prevailing in the country of immigration. It was proposed that such information, duly completed by films, should be centralised internationally and made available to the Governments concerned. The suggestion was also made that the points contained in the Office report might serve as the basis for a questionnaire, which would be sent out, for purposes of information, to countries concerned with migratory movements.

Finally, considering the importance of the question of technical selection and vocational training, it was decided to request the Governing Body to place the question on the agenda of an early session of the International Labour Conference.

Following the discussion in the full Committee, a Drafting Committee was set up, comprising the officers of the Committee and the experts, and the representatives of the Governments of France, the Netherlands, Switzerland, the United States and Uruguay, as well as the representatives of the international organisations participating in the meeting. The Drafting Committee prepared the text of a resolution which, with some amendments, was unanimously adopted by the Committee, with a reservation by the representative of India concerning paragraph 1(b). This resolution constitutes Appendix IV of the report.

* * *

It was thought that the most useful way in which to present the results of the meeting would be to assemble, under appropriate headings, the material brought out in the discussion. As a consequence, it has been necessary, in some instances, to divide speeches which dealt with more than one subject. The spirit of fair play in the give and take of debate, which often bore on thorny questions, made possible the frankness which contributed so much to the understanding of one another's problems and so to the general problem of migration.

Under the skilful direction of its chairman, the Committee had dealt with a very heavily charged agenda and had produced in the resolutions which it has adopted a substantial record of accomplishment.

Credit should be given to the members of the Drafting Committees who, at the end of a long day in the Committee, gave so freely of their energy and time to the preparation of the resolutions laid before the Committee.

The basis of the work of the Committee had been the exhaustive and skilfully compiled documentation prepared. These materials and the efficient aid of the staff of the International Labour Office during the sessions had played a large part in the success of the Committee.

The report and the four resolutions were unanimously adopted by the Committee at its closing sitting.

(Signed) Joseph P. CHAMBERLAIN,
Reporter.

31 August 1946.

APPENDIX I

Resolution on the First Item on the Agenda

Whereas the International Labour Conference expressed the view at Philadelphia in 1944 that "migratory movements may play an important part in the development of a dynamic economy, and that disorderly international migration may create economic and social dislocation in the countries concerned and involve serious individual hardship for the migrants themselves, while desirable migratory movements are often hampered by technical and financial difficulties which can be overcome only through international co-operation";

Whereas the Third Conference of American States Members of the International Labour Organisation,
meeting in Mexico City in April 1946, attached great importance to the systematic organisation of migration with a view to assisting the agricultural and industrial development of the American countries;

The Permanent Migration Committee,
Meeting in its first session in Montreal in August 1946;

1. Having had an exchange of views on the prospects of post-war migration and having heard statements from representatives of the Governments of the principal countries of emigration and immigration and also from international experts on the subject;

2. Notes that the representatives of several countries have reported a desire on the part of a number of their nationals to emigrate;

3. Notes with satisfaction that the representatives of several immigration countries have reported the readiness of their Governments to receive a considerable number of immigrants, both industrial and agricultural, as soon as satisfactory arrangements can be made, more particularly for their transport, reception and absorption into the national community;

4. Recognises that in some of the receiving countries which were actively engaged in the war the actual resumption of immigration will be affected by the need for restoring their ex-servicemen and women to civil employment;

5. Draws attention to the fact that migration on a considerable scale depends mainly on—
(a) the development of the industrial or agricultural resources of the countries concerned;
(b) satisfactory financial arrangements;
(c) adequate transport facilities; and
(d) housing facilities for the immigrants;

6. Believes that in many cases these conditions can be fulfilled only on the basis of international co-operation; and

7. Urges all countries to co-operate with one another to the maximum possible extent—
(a) through the appropriate organs of the United Nations and through appropriate specialised agencies, and
(b) through bilateral agreements,

in order to solve these problems and thus to stimulate a movement of migrants from the relatively overpopulated countries of the world to the countries able to receive immigrants.

APPENDIX II

Resolution on the Second Item on the Agenda

Whereas the Permanent Migration Committee meeting at Montreal in August 1946 has in a separate resolution drawn attention to the importance which it attaches to a resumption of migration;

Whereas it has considered the question of "forms of international co-operation capable of facilitating an organised resumption of migration movements" and, in particular, has taken into consideration the report on this subject prepared by the International Labour Office and the statements made by the members of the Committee during the meeting;

The Permanent Migration Committee,

1. Recommends to the Governing Body, in view of the fact that no Government has acted upon the Migration for Employment Convention, 1939, and in view also of the changed circumstances due to the war, that it should consult Governments on the desirability of revising the Convention and the related Recommendations and if possible should refer the results of the consultation to the next session of the Permanent Migration Committee;

2. Gives general approval to the programme of international action necessary to facilitate migration which is included in the Office report on item II of the Committee's agenda and which covers recruitment, placing and conditions of labour, other aspects of the protection of migrants, special facilities for assisting migrants, provisions for financial co-operation, safeguards against lowering of national standards by immigrants, and the collection of information concerning emigration prospects and immigration possibilities; 1

3. Suggests that the International Labour Office should continue and expand its studies and its assistance to Governments in respect of the recruitment of persons for temporary migration for employment, and in particular should study the question of guaranteeing a reasonable amount of paid employment to such persons in the immigration country;

4. Draws special attention to—
(a) the importance of organising migration in such a way as to ensure equality of treatment in respect of conditions of labour for immigrants and nationals of the country of immigration;
(b) the opinions expressed by members of the Committee that migrants intending permanent residence in the country of immigration should be prepared to become citizens of that country and should therefore be persons capable of assimilation to its economic and social conditions;
(c) the desirability of the country of immigration actively helping the migrants referred to in subparagraph (b) to become citizens and to conform to its economic and social conditions;
(d) the importance of a careful selection of intending migrants from the point of view of health, family composition, psychological qualifications and vocational qualifications;
(e) the desirability of studying, on an international basis, either bilateral or multilateral development schemes involving migration, including arrangements for transport and for the necessary equipment;
(f) the importance in large-scale migration operations of assuring that suitable employment and accommodation are available in the country of immigration concerned;

5. Invites the Governing Body—
(a) to place on the agenda of the second session of the Permanent Migration Committee, with a view to the subsequent consideration of this question by the International Labour Conference, the question of a model agreement for the use of Governments in negotiating conventions and agreements regarding migration;
(b) to authorise the Office, before the next session of the Permanent Migration Committee, to consult Governments on the points that might be inserted in such an agreement, including machinery for the execution of the agreement such as, for example, bilateral technical committees;

1 This programme is annexed to the present resolution.
6. Considers it desirable that there should be co-ordinated international responsibility for migration problems, more particularly—
(a) the collection of information from Governments and other sources concerning migration;
(b) the sending of suitable study missions at the request of the Governments concerned with a view to investigating settlement conditions and planned migration schemes in individual countries;
(c) the giving of advice to emigration and immigration countries in formulating and carrying out migration schemes, and, if desired, the placing at their disposal of suitable experts; and
(d) co-operating with Governments and with the international organisations concerned in promoting and financing migration in relation to industrial or agricultural development schemes;

7. Invites the Governing Body to study, in co-operation with the Economic and Social Council, the best method of ensuring such co-ordination through a central co-ordinating body or otherwise;

8. Invites the Governing Body to authorise the Office to collaborate with the Secretariat of the United Nations, the Intergovernmental Committee on Refugees and the proposed International Refugee Organisation with a view to providing information about migration policies and otherwise assisting in the work of resettlement of refugees and displaced persons;

9. Recognising that the problem of financial assistance is one to which Governments of certain immigration countries attach great importance, invites the Governing Body to urge the International Bank for Reconstruction and Development;
(a) when it considers projects of economic development, to take into account the extent to which such projects contribute towards the solution of migration problems;
(b) when it makes loans for economic development, to include migration costs in appropriate cases within the scope of such development;

10. Considers that, whatever arrangements may be made for international machinery concerned with migration problems, the International Labour Organisation should continue to be responsible for all migration matters falling within its competence;

11. Urges the Governing Body to make the necessary provision to ensure the development of the migration work of the International Labour Office to meet post-war needs.

ANNEX

PROGRAMME OF INTERNATIONAL ACTION
NECESSARY TO FACILITATE ORGANISED MIGRATION

Technical Problems Requiring International Co-operation

A. SOCIAL AND ECONOMIC ASPECTS OF MIGRATION

1. Recruitment, Placing and Conditions of Labour

(a) Recruitment, Introduction and Placing of Migrants.
(i) Periodic consideration by the Permanent Migration Committee of information concerning the way in which the Migration for Employment Convention and Recommendation, 1938, are applied;
(ii) Appropriateness of transforming certain provisions of international labour Recommendations (such as conditions under which authorisations for recruitment, introduction and placing should be granted, type of guarantee required, control of intermediaries, and examination of intending migrants) into the more binding of international labour Conventions;
(iii) Desirability of further international measures, either in the form of Recommendations or of Conventions, to broaden the scope of the Conventions and Recommendations already adopted by the International Labour Conference concerning migration for employment so as to cover other forms of migration;
(iv) Desirability of further international measures to provide specifically for collaboration between appropriate services in immigration and emigration countries concerned with selection of migrants, including indications as to type of examination, preparation, and related matters (see report on item IV of the Agenda).

(b) Employment Conditions of Migrants (Equality of Treatment).
(i) Periodic consideration by the Permanent Migration Committee of information concerning the way in which provisions in international labour Recommendations and Conventions dealing with the protection of migrants in employment are applied;
(ii) Desirability of an additional Recommendation specifying in greater detail the type of supervision of the employment conditions of migrants that should be advocated;
(iii) Desirability of an additional Recommendation extending the provisions for inspection of the conditions of employment to classes of aliens and of occupations not covered by the existing Recommendation.

(c) Vocational Training and Related Questions.
(See separate report on item IV of the Agenda.)
(i) Desirability of giving further study to the type of vocational training requirements for migrants and of the facilities needed to meet such requirements (as, for example, special vocational training courses in existing centres or institutions, special vocational training centres, and interchange of vocational training experts);
(ii) Desirability of formulating international measures regarding vocational training for migrants.

2. Other Aspects of the Protection of Migrants

(a) Protection on Board Ship.
Appropriateness of elaborating further international measures, either in the form of Recommendations or of Conventions, dealing with the protection of migrants on board ship.

(b) Social Insurance and Related Questions.
Desirability of any additional international measures to carry further those already agreed upon by the International Labour Conference.
Deportation of Migrants and Related Questions.
Need for further study of the question.

3. Special Facilities for Assisting Migrants

(a) Facilities Accrued to Migrants on Departure, in Transit, and on Arrival.
(i) Desirability of adoption of international measures specifying facilities that might be accorded to assist migrants, including, for example, administrative facilities, arrangements for insurance of migrants and their property in transit, housing, food and clothing, and education, on arrival;
(ii) Desirability of the International Labour Office being requested to give further study to the question, with particular reference to how such measures should be supervised.

(b) Programmes for the Adaptation of Migrants.
(i) Utility of any special studies drawn up on an international basis regarding measures for the adaptation of migrants to the conditions of countries of immigration, in addition to those mentioned under 1 (a) (ii);
(ii) Desirability of formulating international proposals to serve as standards for assisting in the adaptation of migrants;
(iii) Desirability of the Permanent Migration Committee adopting suggestions affecting the particular conditions of migrants for transmission to the appropriate Commissions of the Economic and Social Council.

4. Provisions for Financial Co-operation

(i) Desirability of measures to implement the proposals for bilateral co-operation (as recommended by the Geneva Conference of Experts) in order to facilitate the financing of the transport of migrants, their settlement on arrival, and the transfer of the emigrants’ assets;
(ii) Desirability of international financial assistance for immigration schemes within the framework of economic development schemes.

5. Safeguards Against Lowering of National Standards by Immigrants
Desirability of formulating specific minimum wage and other labour and social standards for incorporation in international agreements (bilateral or multilateral) with a view to protecting the conditions of employment of nationals of immigration countries.

B. INFORMATION WITH RESPECT TO MIGRATION

1. Information concerning Emigration Prospects

(a) Immigration Laws and Regulations.
(b) Number and Type of Persons Wishing to Emigrate.
Possible types of information which should be made available internationally by emigration countries under both (a) and (b):
(i) legislative and administrative provisions concerning the emigration of settlers and industrial workers and regulations regarding the activities of recruiting organisations, both national and foreign; measures in force intended to facilitate agricultural and industrial emigration;
(ii) financial resources of the emigrants which might contribute to their establishment as agricultural settlers or independent workers and pay for the cost of their transport;
(iii) facilities granted to emigrants for the fulfilment of any obligations that they may have incurred in the country of immigration;
(iv) number of persons desiring to emigrate (as settlers, independent industrial workers, or agricultural or industrial wage earners);
(v) technical qualifications (agricultural or industrial) of the emigrants;
(vi) family composition of the emigrants;
(vii) social environment and conditions of life to which the emigrants are accustomed.

2. Information concerning Immigration Possibilities

(a) Immigration Laws and Regulations.
(b) Planned Immigration Schemes.
(c) Types of Immigrants Desired.
(d) The Regulation of Admission of Migrants to Employment.
(e) Special Facilities Afforded to Immigrants.
Possible types of information which should be made available by immigration countries under (a) - (e):
(i) immigration laws and regulations, including administrative provisions, entry permits, etc.;
(ii) planned immigration schemes, including types of settlement most current; financial contribution generally required from the immigrant by settlement organisations or by immigration regulations;
(iii) type of immigrants desired, including most favourable family composition for each type of settlement, and types of immigrants from different countries who seem to be most successful under different types of immigration schemes or settlement projects in different areas; characteristics of immigrants whose success may be attributed; types of immigrants who have failed and probable reasons for their failure;
(iv) organisations existing for the selection of immigrants, as settlers or for employment; results obtained;
(v) occupational requirements, including occupational knowledge (of agriculture or other trades) essential to enable the settler to keep his holding successfully, and occupational knowledge of migrant for employment or independent worker; time required by a mentally and physically fit person to acquire the essential knowledge;
(vi) opportunities existing for vocational training, including facilities for a settler to acquire training before settling on his land through periods of employment as a voluntary worker; vocational training centres;
and experience as to the vocational adaptation of migrants in training centres or on agricultural holdings where they were accepted as probationers;

(vii) regulations affecting admission of migrants to employment;

(viii) measures whereby the general adaptation of immigrants is facilitated; forms and material conditions of establishment, taking special account of the characteristics of immigrants originating from various milieux; hygiene measures to facilitate adaptation to climate; organisation of social activities in settlement centres; co-operative organisations; organisation of general and vocational education for immigrants and their children.

APPENDIX III

Resolution on the Third Item on the Agenda

Whereas the Permanent Migration Committee has on its agenda the question of racial discrimination in connection with migration;

Whereas the International Labour Conference in the Declaration of Philadelphia, 1944, affirms that "all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity";

Whereas the Inter-American Conference on Problems of War and Peace, held at Chapultepec in 1945, reaffirmed the principle recognised by all the American States, of equality of rights and opportunities for all men, regardless of race or religion and recommended that the Governments of the American Republics, without jeopardising freedom of expression, either oral or written, make every effort to prevent in their respective countries all acts which may provoke discrimination among individuals because of race or religion;

Whereas the Third Conference of American States Members of the International Labour Organisation, meeting at Mexico City in 1946, adopted a resolution concerning discrimination, in which it recalled that "discrimination based upon race, colour, creed or national origin is repugnant to the principles embodied in the Declaration of Philadelphia, the Act of Chapultepec and Recommendations adopted by the International Labour Conference";

The Permanent Migration Committee

Affirms unanimously its conviction that the principle of non-discrimination in regard to race is one of the fundamental conditions of progressive and orderly migration movements;

Takes note of the statements made by several members of the Committee designed to reserve the right of each nation to adopt rules and regulations aimed at protecting the legitimate interests of its own population as well as those of the immigrants, more particularly as regards the conditions of labour and the absorption of new elements in the national community provided that such rules and regulations are not based upon racial discrimination;

Having had its attention called to certain practices in connection with migration which, being based upon racial discrimination, are to be condemned, believes that these practices arise from difficulties which can be more easily overcome if a broader and longer view is taken on the problem and more particularly if all possible encouragement and assistance are given for the progressive adaptation of immigrants to their new environment;

Recognises that the question of racial discrimination has broader aspects which fall within the competence of the United Nations;

Asks the Governing Body to refer the present resolution and a record of the speeches made in the course of the discussion to the Economic and Social Council with a view to the question being considered by the Commission on Human Rights.

APPENDIX IV

Resolution on the Fourth Item on the Agenda

Whereas it is desirable to establish criteria for the technical selection and training of migrants;

Whereas these criteria should be used not for the purpose of restricting migration but of helping the migrant to adapt himself to the conditions in the country of immigration;

Whereas it is essential that the countries of emigration and immigration should give full and accurate information concerning the questions referred to in the following paragraphs;

The Permanent Migration Committee at its first session in August 1946 adopts the following resolution:

1. Immigration countries should establish, or improve, criteria for the technical selection of migrants on the basis of local conditions of climate, production and social life, particularly:
   (a) Physical and health requirements, especially for the selection of migrants originating from countries where climatic conditions differ considerably from conditions in the immigration country;
   (b) Psychological qualifications, to facilitate the adaptation of migrants to different national and social environments and conditions of work;
   (c) Age and family composition, particularly in the case of migrants for agriculture;
   (d) Occupational qualifications of migrants—
      (i) for agricultural work;
      (ii) for different types of industrial employment.
2. The establishment of such criteria should be facilitated by utilising, where sufficient data are available, past experience concerning the adaptation of migrants, particularly:
   (a) their physical adaptation to different climatic conditions;
   (b) their psychological adaptation to different national and social surroundings;
   (c) their adaptation to different occupations.
3. There should be technical co-operation of the selecting agents and migration services of the immigration country with the migration services of the emigration country, and, in appropriate cases, with international agencies.
4. (1) Selection should, whenever possible, be undertaken by public services;
(2) Settlers should in appropriate cases be selected by qualified agents of settlement organisations, in agreement with the competent migration services of the immigration and emigration countries.

5. It is desirable that selection should be made in the country of emigration.

6. Migrants should be provided with instruction and guidance, particularly concerning—
   (a) hygienic measures to facilitate acclimatisation and to prevent diseases;
   (b) adaptation to different and appropriate nutrition, clothing and housing;
   (c) initial knowledge of the language of the immigration country;
   (d) initial knowledge of the basic duties and rights of immigrants, including naturalisation;
   (e) initial knowledge of the basic economic and social conditions of life in the immigration country.

7. Provision should be made for an appropriate vocational training of migrants.

8. (1) Training courses should be organised both in emigration and immigration countries;
(2) The training may be undertaken according to circumstances in centres or institutions organised by the country concerned for its own needs, or in training centres specially organised for migrants.

9. It is desirable that prospective land settlers be employed for a period as wage earners in the immigration country as recommended by the Conference of Experts on Migration for Settlement (Geneva, 1938) at a wage which is adequate for living purposes and not less than prevailing wage rates.

10. Bilateral schemes of training and instruction of migrants should be elaborated.

11. It is considered advisable that there should be an exchange of experts with advisory functions.

12. The activities of national and international voluntary societies should be utilised in both countries of emigration and of immigration in co-operation with the competent official services.

13. The Committee invites the Governing Body of the International Labour Office—
   (a) to place on the agenda of an early session of the International Labour Conference the question of the technical selection of migrants and provisions for their training;
   (b) to study the best methods of centralising information material, including films suitable for training purposes and making such material available to the countries of emigration and immigration.
APPENDIX X

TENTH ITEM ON THE AGENDA

REPORT OF THE NEGOTIATING DELEGATION


Negotiations took place in New York on 28 and 29 May between the Committee of the Economic and Social Council on negotiations with specialised agencies and the Negotiating Delegation of the International Labour Organisation. The Draft Agreement which was reached as a result of the two days' discussion between the two negotiating bodies was submitted to the Economic and Social Council at its meeting on 21 June 1946. The Council unanimously approved the Draft Agreement and recommended it to the General Assembly for its approval.

Article 20 of the Draft Agreement provides that "this Agreement shall come into force on its approval by the General Assembly of the United Nations and the General Conference of the International Labour Organisation".


¹ This report has been printed separately and is not reproduced in the present papers. For the text of the Agreement, see Official Bulletin, Vol. XXIX, No. 4, 15 November 1946, pp. 292-300.
APPENDIX XI

ELEVENTH ITEM ON THE AGENDA

REPORT OF THE FINANCE COMMITTEE

The papers relating to this item, which was considered by the Governing Body in private session, have been printed separately as an appendix to the minutes of the first, fifth and sixth sittings (private).
TWELFTH ITEM ON THE AGENDA

REPORT OF THE STAFF QUESTIONS COMMITTEE

The papers relating to this item, which was considered by the Governing Body in private session, have been printed separately as an appendix to the minutes of the first, fifth and sixth sittings (private).
APPENDIX XIII

THIRTEENTH ITEM ON THE AGENDA

REPORT OF THE ALLOCATIONS COMMITTEE

The papers relating to this item, which was considered by the Governing Body in private session, have been printed separately as an appendix to the minutes of the first, fifth and sixth sittings (private).
APPENDIX XIV

FOURTEENTH ITEM ON THE AGENDA

OBSERVATIONS OF GOVERNMENTS ON THE REPORT OF THE CONFERENCE DELEGATION ON CONSTITUTIONAL QUESTIONS

In its report on the work of its First Session, the Conference Delegation on Constitutional Questions authorised its Chairman to decide on its behalf, when the observations of Governments on the report had been received, whether it was necessary for the Delegation to meet again for the purpose of preparing a further report to the Conference. The report specified that if the Chairman did not consider a meeting necessary for this purpose he had full authority to approve, on behalf of the Delegation, a further report to the Conference containing the replies received from Governments.

The Chairman, having carefully considered the observations which have so far been received, does not consider it necessary to convene a further meeting of the Delegation to examine these observations. Arrangements will, of course, be made to hold a meeting of the Delegation if any further observations which may be received should make such a meeting desirable.

The Chairman has therefore approved the submission to the Conference, on behalf of the Delegation, of its reports on the work of its First and Second Sessions and of the observations on the report on the work of the First Session which have been received from Governments. These documents have been presented as Report II (1).

1 This report has been printed separately and is not reproduced in the present papers. See International Labour Conference, 29th Session, Montreal, 1946, Report II (1): Constitutional Questions: Part 1: Reports of the Conference Delegation on Constitutional Questions.
APPENDIX XV

FIFTEENTH ITEM ON THE AGENDA

REPORT OF THE ACTING DIRECTOR

Introduction

Since the 98th Session of the Governing Body, the Office has been fully engaged in work connected with the 28th (Maritime) Session of the International Labour Conference and in preparing for the 29th Session. Meetings of three committees of experts have also been held.

I. Obituary

Mr. Tom Moore.

The Office deeply regrets to announce to the members of the Governing Body the death in Ottawa on 6 July 1946 of Tom Moore, for many years a leading figure in the Canadian labour movement and a staunch champion of the principles of the International Labour Organisation.

Tom Moore entered the labour movement as a member of the United Brotherhood of Carpenters and acted as general organiser of that union for several years. In 1918 he was elected President of the Canadian Trades and Labour Congress and served continuously in that capacity until 1935, when he resigned to accept a Government appointment as member of the National Employment and Social Insurance Commission, of which he became Vice-Chairman. He was re-elected President of the Trades and Labour Congress in 1940, however, and continued in office until his health broke down in 1942. In the course of his career he was frequently selected as labour representative on Government commissions and other public bodies.

Besides being a widely known and respected national figure, active in promoting better labour-management relations and enjoying the confidence of Government and employers as well as of labour, Tom Moore was also a keen internationalist. He was associated with the International Labour Organisation from the outset, having attended the First Session of the Conference in Washington in 1919 as Canadian Workers' adviser. In March 1920 he sat on the Governing Body for the first time, at its 3rd Session in London, as a substitute workers' representative. He was elected as a regular Workers' member in 1922 and served continuously until he resigned his position in the Canadian trade union movement, attending the sessions regularly and taking a leading part in the group. During that period he also regularly attended the sessions of the International Labour Conference as Canadian Workers' delegate. He will be widely missed both in national and international circles.

II. Composition of the Governing Body

Since the 98th Session of the Governing Body the Australian Government has appointed as its regular representative Dr. William Anstey Wynes, of the Office of the High Commissioner of Australia in Ottawa, with Mr. Arthur H. Tange, First Secretary of the Australian Mission to the United Nations, as his substitute.

Mr. Li Ping-heng, who was replaced by Mr. Pao Hua-kuo during his absence on sick leave earlier in the year, has now resumed his functions as regular representative of the Chinese Government.

The Chinese Government representative has appointed Mr. Niilo Mannio, Secretary-General of the Ministry of Social Affairs of Finland, as his deputy member under Article 3, paragraph 1, of the Standing Orders.

III. Entry into Force of the Agreement concerning the Legal Status of the I.L.O. in Switzerland

At its 98th Session (Montreal, May 1946) the Governing Body approved the Agreement between the Swiss Federal Council and the International Labour Organisation concerning the legal status of the International Labour Organisation in Switzerland and the Arrangement for execution of that Agreement.
The Federal Council for its part approved these instruments at its sitting of 17 April 1946. The correspondence exchanged on this subject between the Federal Political Department and the Acting Director of the International Labour Office is as follows:

**Letter from the Acting Director of the International Labour Office to the Head of the Federal Political Department, Berne.**

_Montreal, 28 May 1946._

Sir,

I have the honour and pleasure to inform you that the Agreement between the Swiss Federal Council and the International Labour Organisation concerning the legal status of the Organisation in Switzerland and the Arrangement for the execution of that Agreement which are appended to the Procès-Verbal adopted and signed on 11 March 1946 in the Alabama Room in Geneva, under the chairmanship of Mr. Albert Picot, Counsellor of State of Geneva, were approved by the Governing Body of the International Labour Office at its 98th Session on 27 May 1946 in Montreal.

I should be much obliged if you would consider this communication as constituting formal acceptance by the International Labour Organisation of the Agreement and Arrangement for the purposes of Article 28 of the Agreement and Article 14 of the Arrangement.

I have the honour to be, etc.,

_(Signed)_ E. J. PHELAN,

_Actoring Director._

**Letter from Mr. Max Petitpierre, Head of the Federal Political Department, Berne, to the Acting Director of the International Labour Office.**

_Berne, 7 June 1946._

Sir,

I have the honour to acknowledge with thanks the receipt of your letter of 28 May 1946 by which you were good enough to inform me that the Governing Body of the International Labour Office, at its session in Montreal on 27 May, approved the Agreement between the Swiss Federal Council and the International Labour Organisation and the Arrangement for the execution of that Agreement concluded for the purposes of determining the legal status of the Organisation in Switzerland.

The Federal Council for its part approved the Agreement and the Arrangement at its sitting of 17 April 1946; in consequence, in accordance with Article 28 of the Agreement and Article 14 of the Arrangement, these two instruments came into force on 27 May 1946.

Furthermore, having regard to the fact that the dissolution of the League of Nations to which reference is made in these two Articles was effected on 19 April 1946, I consider that the Agreement and Arrangement became operative on the day on which they came into force.

I have the honour to be, etc.,

_(Signed)_ Max PETITPIERRE.

The Agreement and Arrangement accordingly came into force on 27 May 1946 and are now operative.

**IV. Preparation for the Preparatory Asiatic Regional Conference (New Delhi, 6-18 January 1947)**

The Governing Body will remember that at its 98th Session it decided to hold the Preparatory Asiatic Regional Conference and the First Asiatic Regional Conference in 1947 and 1948 in India and China, respectively. As a result of consultations between the Chairman of the Governing Body and the Acting Director, on the one hand, and the Government of India on the other, it has been decided that the Preparatory Conference should be held at New Delhi from 6 to 18 January 1947.

It will also be recalled that the Governing Body appointed a committee, consisting of its Officers and the Government members of China, India, France, the Netherlands, the United Kingdom and the United States, to consider, more particularly, the manner in which the non-self-governing territories in the region, including especially Burma, Ceylon, Indo-China, Indonesia and Malaya, should be represented at the Preparatory Conference, in view of the extent of the area and population of these territories and the very large measure of autonomy that they already possess so far as labour policy is concerned. The committee was also to consider the question
of the representation of the metropolitan interests themselves. It was further understood that these questions as well as others mentioned in Section 3 of the Third Supplementary Report of the Acting Director to the last session of the Governing Body should, if possible, be dealt with by correspondence in order to enable the Office to issue the letter of convocation to the Conference in good time for the appointment of delegations by the Governments concerned.

Accordingly, the Acting Director has been in communication with the members of the committee on these matters. He has also communicated the Governing Body's decisions relating to the Preparatory Conference to the Governments concerned for their information.

The preparation of the reports to be submitted to the Conference is being proceeded with as rapidly as possible.

The material arrangements for the Conference, including arrangements for the transport of the staff assigned to its secretariat, are also well in hand, and in this connection the Acting Director desires to express his appreciation of the prompt and unfailing assistance received from the Government of India in making these arrangements.

The Governing Body will remember that it decided that it would be represented at this Conference by a delegation consisting of its Chairman and members to be appointed at its 99th Session. The Governing Body will therefore wish, at its present session, to decide how many members of each group should compose the delegation and then to make the necessary appointments.

V. Regional Conference for the Near and Middle East

A note on proposals concerning the holding of a Regional Conference for the Near and Middle East will be circulated later.

VI. Proposals concerning Committees

Proposals concerning the First Meeting of the Committee on Social Policy in Dependent Territories.

At its 94th Session (London, January 1945) the Governing Body decided to set up a committee to study the problems of social policy in dependent territories. At its 98th Session (Montreal, May 1946) it was suggested that this Committee might meet for the first time in the spring of 1947. Since the Committee was set up, 10 members have been appointed and, as the total membership is limited to 12, the Committee is now almost fully constituted.

The Governing Body will wish at its present session to consider the agenda, date and place of the proposed meeting.

The resolution adopted by the Philadelphia Conference which requested the Governing Body to set up the Committee also mentioned a number of subjects with which the Committee might usefully deal. The Governing Body has already decided that one of these subjects should have priority, namely, the question of migratory labour, which is one of great importance, especially in Africa. Measures to protect this special class of workers are now a matter of urgency. It would be valuable if the Committee at its first meeting could take cognisance of the facts and have a first discussion on them. The Office accordingly proposes to lay before the Committee a note setting forth the situation of migratory labour in dependent territories.

In connection with the work of the International Labour Conference, it seems desirable that the experts should be asked to consider technical matters arising out of the decisions of the Conference, so that their views might be taken into account in connection with the future work of the Organisation in this field.

Furthermore, the Committee might also usefully be asked to consider questions of current interest which are somewhat outside the scope of the coming Conference. Some of these questions are referred to in the report and questionnaire which have been laid before Governments. In particular, the report mentions the problems arising out of the evolution of contract employment; it points out the difficulties which might arise if the present trend towards the general use of informal short-term contracts were to prevail, and refers to the use made of the deferred pay system in dependent territories. All these points relate to a single group of questions.

There is, however, another and perhaps more important group of problems, namely, those arising from the development of industrial relations between employers and workers through the medium of trade unions or authorised representatives. Recourse is being had more and more frequently to bodies including representatives of employers and workers in fixing minimum wage rates for industry in the dependent territories. These or similar bodies are also used for the purpose of conciliation and arbitration. The beginnings of an international regulation of this subject were made by the Minimum Wage Fixing Machinery Convention, 1928. So far as dependent territories are concerned, the Recommendation adopted at the Paris Conference suggested that the development of machinery of collective bargaining should be encouraged so that minimum wage rates might be fixed by means of collective bargaining between employers’ and workers’ organisations. The questionnaire which is now before the Governments goes further, however, and contemplates the possibility of adopting a Convention defining more
closely the results to be aimed at in the field of industrial relations and laying down the principles to be followed.

The Office therefore proposes to lay before the Committee a report setting forth the position in regard to the problems of social policy discussed at the Conference on the one hand, and to the problems on which the Conference has had to postpone discussion, on the other.

Lastly, it would also be valuable to secure the Committee's views on the form in which the periodical reports required under the Recommendations concerning social policy in dependent territories, adopted at Philadelphia and Paris, should be presented. Under the terms of these Recommendations, each Member of the Organisation which approves the Recommendation should "report to the International Labour Office, from time to time as requested by the Governing Body, concerning the action taken to give effect to the Recommendation".

With regard to the date of the meeting of the Committee, if the 101st Session of the Governing Body is held about March 1947, it would seem advisable that the Committee should meet soon afterwards.

With regard to the place of meeting, this might well be in Europe, and the suggestion has been made that the Committee might meet in London.

In addition to the date and place of the meeting, certain other points remain to be settled concerning the composition of the Committee. Owing to the widely dispersed points from which the members come and to the important posts which most of them hold, it may be impossible for some of the members to attend the meeting. Hence it would appear desirable to provide for the possibility of a member of the Committee who is unable to be present in person being replaced by an alternate who could take part in the discussion and give the Committee the benefit of his knowledge of the colonial problems of his country. It is therefore suggested that as an exceptional procedure in a case in which a member is prevented from being present at the meeting, the Acting Director should be authorised, with the approval of the Officers of the Governing Body, to invite an alternate to attend.

To sum up, the Governing Body is asked to approve the following proposals:

1. The Committee on Social Policy in Dependent Territories to be convened at a place in Europe to be decided upon by the Governing Body, for a session in March 1947.

2. The agenda of the meeting to be as follows:
   
   (a) Preliminary consideration of the question of migratory labour;
   (b) Consideration of technical matters arising out of the decisions of the International Labour Conference concerning social policy in non-self-governing territories;
   (c) Consideration of the future programme of work of the Office in this field;
   (d) Consideration of the form in which the reports to the Office required under the Recommendations on social policy in dependent territories should be submitted.

3. As an exceptional procedure, in a case in which a member is prevented from being present at the meeting, the Acting Director to be authorised, with the approval of the Officers of the Governing Body, to invite an alternate to attend.

Proposed Constitution of a Committee on Indigenous Labour.

The Third Conference of American States Members of the International Labour Organisation (Mexico, April 1946) adopted the following resolution:

The Third Conference of the American States Members of the International Labour Organisation having taken note of the Director's Report and of the draft resolutions embodied in the report of the Subcommittee on Problems of the Indian Population;

Finding it impossible at this stage to come to definite conclusions as regards the numerous and valuable suggestions contained therein;

Convinced however that these suggestions can be regarded as a useful basis for the further study of the problems of indigenous populations,

Recommends to the Governing Body of the International Labour Office that it should establish a committee of experts on social problems of the indigenous populations of the world;

Decides to transmit to the Governing Body of the International Labour Office, for subsequent communication to the proposed committee of experts as a basis for its studies, the Director's Report and the draft resolutions embodied in the report of the Subcommittee on Problems of the Indian Population;

Requests the Governing Body to have prepared for presentation to the next Conference of the American States Members of the International Labour Organisation, which should take place within two years, a full report on the situation of the Indian population of the American countries, based on the work of the committee of experts and including concrete proposals for adoption by the Conference.

Of the draft resolutions transmitted to the Governing Body for reference to the proposed committee, three applied directly to the International Labour Office for action.

The first of these, submitted by the Mexican Workers' delegates, invited the International
Labour Office to convene a regional conference of the Latin American countries to study particularly the social and labour union conditions of the Indian and rural workers of Latin America, and for this purpose to make a comprehensive and detailed survey of the situation of the Indian and rural workers.

The second resolution, moved by the Government delegation of Ecuador, invited the Governing Body to set up an international technical committee to study the possibility of the extension and enforcement of social legislation among the rural, peasant and indigenous populations of America.

The third resolution, submitted by the Government delegates of Guatemala, proposed the creation of a permanent committee on indigenous affairs having the functions of a technical committee.

These draft resolutions were not submitted to the Conference and therefore only have the force of suggestions. They indicate, however, the interest shown in the problems of the Indians of Latin America and the wide range of these problems. Moreover, it is noteworthy that, starting from the consideration of these problems, the Conference decided that the scope of any Committee the Governing Body might set up should not be limited to Latin America but should relate to the "social problems of the indigenous populations of the world".

In various parts of the world there are sections of the population which have not yet been integrated in the economic and social life of their countries. Nevertheless, in preparing the work even of a general committee which would make proposals applicable to a large number of different peoples, it would clearly be necessary to study the economic and social conditions peculiar to the indigenous peoples of Latin America. The Office is in a position to make a very valuable contribution in this field. The work it has already done and the studies it has already published on questions of indigenous labour furnish a useful starting-point. The information on labour legislation and its application which it receives from all over the world will enable it to make comparisons and draw conclusions more effectively than any other existing international institution is able to do. The work of the Committee on Social Policy in Dependent Territories which has already been constituted might also prove very useful to the proposed new committee.

The two committees would not overlap, since the Committee on Social Policy in Dependent Territories consists primarily of experts concerned with dependent territories, many of whom hold or have held high administrative posts in connection with such territories. While the functions of the existing Committee are wide, the first problem with which it will probably have to deal, that of migratory labour, will no doubt engage its attention for a considerable time. Furthermore, recourse will be had to the administrative knowledge of the members of the Committee for advice on practical points, such as whether a suggested reform is possible and desirable in the present circumstances of non-self-governing territories. This is not the type of work which is likely to be done by the committee which the Mexican Conference proposed should be set up, since the first task of that committee will, no doubt, be to make a general enquiry into the problems to be solved.

While, therefore, the two committees do not duplicate each other, they may help each other. The experience gained in dependent territories will make it easier to study the similar difficulties encountered among the indigenous peoples of independent countries; while, on the other hand, a knowledge of the special problems of the indigenous peoples of Latin America might enable the Committee on Social Policy in Dependent Territories to suggest measures of a more general character and better suited to all peoples at a similar level of social development.

It is therefore proposed that the Governing Body should decide to set up a committee of experts on indigenous labour. The committee would be instructed to study the problems of the primitive indigenous populations throughout the world, whose ways of life are requiring adjustment owing to the pressure of world economic conditions, particularly as regards the possibility of the adoption and implementation of general social legislation and of special measures to raise their standards of living, production and consumption. The committee in the first instance would direct its attention to the conditions of the Indian workers of Latin America with a view to the preparation of a report for the Fourth Conference of American States Members of the Organisation. For this purpose there would be referred to the committee Chapter V of the Director's Report to the Third Conference of American States Members, the report on the living conditions of the Indian populations of the American countries, and the report of the Subcommittee of the Mexican Conference on Problems of the Indian Population. The committee might consist in the first place of three representatives of the Governing Body and not more than ten other members, of whom at least half should have expert knowledge of the conditions of the Indian populations of Latin America.

If the Governing Body approves this proposal, nominations for membership and detailed proposals for the agenda of the first meeting of the committee will be submitted to it at a later session.

Composition of the Subcommittee on Automatic Coupling of Railway Vehicles.

The Governing Body at its 98th Session decided to reconstitute the Subcommittee on Automatic Coupling of Railway Vehicles and took note of the following nominations made by the groups:
Employers' group: Mr. Peppercorn (United Kingdom); A United States expert.

Substitute: A Netherlands expert.

Workers' group: Mr. Ouradou (French); Mr. Tofahrn (Belgian).

Substitute: Mr. Benstead (United Kingdom).

The Government members of the Governing Body were not in a position to make their nominations at that time and the Governing Body therefore decided to postpone the appointments until all the nominations were before it.

In order that the Subcommittee may be appointed at the 99th Session, therefore, the Government group will be called upon to nominate two experts and one substitute, and the Employers' group one United States expert, and one Netherlands expert as substitute.

VII. Membership of Committees of Experts

Correspondence Committee on Accident Prevention.

The Governing Body is asked to approve the following additional nomination to this Committee:

Mr. Andrew Mazurkiewicz (Polish), Director of the Industrial and Technical Museum, Warsaw; Adviser to the Ministry of Labour and Social Welfare.

Correspondence Committee on Industrial Hygiene.

The Governing Body is asked to approve the following additional nominations to this Committee:

Dr. P. Bonnevie (Danish), Chief Medical Officer, Department of Labour and Factory Inspection.

Dr. Langelez (Belgian), Professor at the University of Brussels, Honorary Chief of the Medical Service, Ministry of Labour and Social Welfare.

Dr. P. A. Van Luyt (Netherlands), Medical Adviser, Central Factory Inspectorate, The Hague.

Correspondence Committee on Women's Work.

The Governing Body is asked to approve the following additional nominations to this Committee:

Mrs. Angela Maria Cingolani Guidi (Italian), Labour Inspector, Rome.

Mrs. Paul Fuchs (Hungarian), Assistant Secretary, Private Employees' Association, Budapest.

Mrs. Adela Rusinowa (Polish), Labour Inspector, Warsaw.

VIII. Progress of International Labour Legislation

Conventions.

Since the last session of the Governing Body, the following ratifications of Conventions have been reported:

Turkey (notified 6 May 1946):

Convention No. 14 (Weekly rest (industry)).
Convention No. 34 (Fee-charging employment agencies).
Convention No. 42 (Workmen's compensation (occupational diseases) (revised)).

New Zealand (notified 7 June 1946):

Convention No. 58 (Minimum age (sea) (revised)).

In accordance with the Resolution adopted by the 27th (Paris) Session of the Conference concerning emergency arrangements for the registration of the ratification of Conventions, the communications notifying these ratifications will be held by the Director as depository.

The above ratifications bring the total number of ratifications of all Conventions so far notified to 921.

Recommendations.

Information on action taken on various Recommendations has been received from the Governments of Australia, Belgium, Bulgaria, Canada, Finland, France, India, Ireland, Siam, Sweden, Switzerland, Turkey, Union of South Africa and United States.

IX. Publications

Conference documents have continued to absorb most of the Office's resources in the field of publication. In addition to the reports prepared for the 29th Session, those of the
30th Session have begun to appear. Work is well advanced on the *Record of Proceedings* of the 28th (Maritime) Session and also on that of the Mexico Conference, and these should both be ready shortly.

Because of the demands of Conference work, double numbers of the *International Labour Review* have had to be published since the beginning of 1946 and, even so, there have been serious delays in their appearance. The *Legislative Series* and *Industrial Safety Survey* have also been retarded to some extent, but all the issues of these periodicals will be forthcoming. Gaps have had to be left in the publication of the *Official Bulletin*; one of these will shortly be filled by completion of the numbers containing the official documents of the Organisation for 1945.

In the Studies and Reports series, *The War and Women's Employment* has been published in English. A volume entitled *Wartime Labour Conditions and Reconstruction Planning in India* is in the press and should have appeared by the time the Governing Body meets; this study has been given priority in view of the Conference which is to meet at New Delhi in January. Two other studies—*Public Investment and Full Employment* and *Nutrition in Industry*—are almost ready. From the beginning of this year, the division of the Studies and Reports into sixteen series designated by the letters A to P was dropped, and the current volumes are inscribed "New Series, No. 1" and so on. The old classification had ceased to correspond to the main topics with which the Office deals, and there seemed to be no real advantage in continuing the subdivision of the series.

The succession of conferences has multiplied the tasks of the Distribution and Sales Service. Postal communications are still far from normal, but every effort is made to take immediate advantage of any new facilities as they are offered.

The sale of publications has been well maintained: receipts to 31 July totalled 71,180 Swiss francs in 1946 as against 59,355 Swiss francs in the same period of 1945.

**FIRST SUPPLEMENTARY REPORT**

I. Membership of the Organisation

*Request for Readmission from the Republic of El Salvador.*

The Republic of El Salvador has requested readmission to the International Labour Organisation. The text of the letter addressed to the Acting Director by the Minister of Foreign Affairs of El Salvador is given below for the information of members of the Governing Body.

*(Translation)*

El Salvador, 2 September 1946.

Sir,

I have the honour to acknowledge the receipt of your letter of 31 July by which, in accordance with the resolution adopted by the Third Conference of American States Members of the International Labour Organisation, you were good enough to invite the Government of El Salvador to become a Member of the Organisation.

I have not failed to submit the contents of your letter for the consideration of my Government, which, in a spirit of co-operation and continental solidarity, has decided to become a Member of the Organisation.

In consequence, I have the honour to request you to be good enough to take all the steps necessary to ensure the admission of El Salvador to the International Labour Organisation, and to inform me of the amount of the contribution which the Republic of El Salvador will be required to pay as a Member State.

I have the honour to be, etc.,

*(Signed)* Escobar Serrano.

The resolution adopted by the Third Conference of American States Members of the International Labour Organisation (Mexico City, April 1946), to which reference is made in the first paragraph of the letter, has been communicated to all States Members of the Organisation.

The Conference will be called upon at its 29th Session to take action on the request by El Salvador for readmission to the Organisation.

II. *Instrument of Amendment of the Constitution (Paris, 5 November 1945)*

At the time of the 98th Session (May 1946) of the Governing Body, seven countries had officially communicated ratification or acceptance of the Instrument of Amendment but it was known that in a number of other countries the relevant procedure had already reached an advanced stage.
The situation as on 14 September 1946 is that 31 ratifications or acceptances have been officially notified, as follows:

Afghanistan         Iran
Australia           Iraq
Brazil              Ireland
Canada              Italy
China               Luxembourg
Colombia            New Zealand
Denmark             Norway
Ecuador             Portugal
Egypt               Siam
Ethiopia            Sweden
Finland             Switzerland
France              Turkey
Greece              Union of South Africa
Hungary             United Kingdom
Iceland             Venezuela
India

Article 36 of the Constitution provides that amendments thereto shall take effect on ratification by three fourths of the Members (including States composing the Council of the League of Nations). Article 6 (2) of the Instrument provides that if the Council of the League should cease to exist before the Instrument has come into force, it shall come into force on ratification or acceptance by three fourths of the Members of the Organisation. The League of Nations has now been dissolved and the Instrument will therefore come into force on ratification or acceptance by three fourths of the Members of the Organisation. Since the total number of Members of the Organisation at present is 52, a three-fourths majority involves ratification or acceptance by 39 Member countries. Hence there remains a balance of eight ratifications or acceptances necessary to bring the Instrument into force. It is known, however, that in at least a further half a dozen countries the ratification procedure is nearing completion and the required formal communication of these ratifications or acceptances may be expected in the not distant future.

The Office is continuing both by direct communication with the authorities concerned and through its Correspondents to do everything in its power to expedite the procedure in the countries which have not yet ratified or accepted the Instrument. The Office would be grateful if the Government representatives of countries which have not yet communicated their ratification or acceptance would use their influence to secure prompt notification of ratification or acceptance by their respective countries.

It may be recalled that the Paris Conference expressed the hope that all the States Members will have communicated ratification or acceptance before the 29th Session of the Conference. The Mexico Conference, in April last, reiterated this request in respect of the American countries which are Members of the Organisation. Although it seems impossible to obtain in time ratification or acceptance by all the States Members as requested by the Paris Conference, it is most gratifying that the majority of 39 required to bring the Instrument into force is in sight.

III. Proposals concerning Committees

Proposed Reconstitution of the Advisory Committees on Salaried Employees and on Professional Workers.

The Governing Body agreed at its 98th Session that the Office should lay definite proposals before it at a later date with regard to the question of the reconstitution of the Advisory Committees on Salaried Employees and on Professional Workers.

Experience before the war indicated that on a number of questions the work of the two Committees showed a tendency to overlap, and the Governing Body may take the view that it would be desirable to set up a single committee to deal with matters relating both to salaried employees and to professional workers, in view of the similarity of their problems in many countries.

At the 98th Session of the Governing Body, Sir Joseph Hallsworth stated that the Workers' group thought it would be desirable that the reconstituted committee should have a tripartite character like the Industrial Committees. It will be for the Governing Body to consider this proposal.

When the Governing Body has decided the composition of the proposed committee, it will have to consider the method of appointment of the members. It is suggested that the method of appointment of members should be similar to the method established in the case of Industrial Committees, i.e., the Government of each of the countries named by the Governing Body would be entitled to nominate the members, two on each side.
The provisions in regard to payment of the travelling expenses and subsistence allowances of members would be the same as in the case of the Industrial Committees.

Consideration will next have to be given to the States Members to be represented on this committee. The choice of the States to be represented is perhaps more difficult in the case of this committee than in the case of any of the Industrial Committees, as salaried employees and professional workers are to be found in all countries. It is clearly undesirable that the committee should be too large and the Governing Body may perhaps consider that it would be sufficient, at any rate for the initial period, to limit the number of countries represented to nine, selected with due regard to geographical distribution and with provision for representation of countries varying in size and in commercial and professional development. On the basis of these considerations it is suggested that the following countries might be invited to appoint members of the committee:

- China
- Czechoslovakia
- Denmark
- Egypt
- France
- India
- United Kingdom
- United States
- Uruguay

In view of the fact that some of the problems to be dealt with by the proposed committee may be of interest to the United Nations Educational, Scientific and Cultural Organisation, it is suggested that that Organisation should be invited to be represented at meetings of the committee.

IV. Membership of Committees

Correspondence Committee on Industrial Hygiene: Silicosis Subcommittee.

The Governing Body is asked to approve the following additional nomination to this Committee and Subcommittee:

Dr. S. V. Gudjonsson (Danish), Professor of Hygiene and Occupational Hygiene at the University of Aarhus, Denmark.

V. Press and Public Relations Activity

During the period since the 98th Session of the Governing Body, the Office’s efforts to make the work of the Organisation more widely known and understood have been continued.

Day-to-day information about the activities of the Office and the Organisation has been distributed in the form of news releases to an expanding list of periodicals, correspondents, news agencies and individuals throughout the world. This has been supplemented by the publication of an issue of The I.L.O. News Service. An issue of The I.L.O. at Work has been published, containing articles on the Mexico and Seattle Conferences, on the 98th Session of the Governing Body, and on the negotiations with the Economic and Social Council. When opportunity occurred, photographs illustrating aspects of the activity of the Organisation and the Office have been distributed to periodicals and news picture agencies. Information papers have been issued on the results of the Seattle Conference and on the draft agreement with the United Nations. These papers are an innovation, and have been widely welcomed. They are designed to provide background and reference material for correspondents, editorial and other writers, educators, and others with an interest in I.L.O. affairs. A number of special articles have been prepared for various publications.

Information has been made available to correspondents reporting such events as the Maritime Session of the Conference, the negotiations with the Economic and Social Council, and the meetings of the Accident Prevention Committee, of the Committee of Experts on the Application of Conventions, and of the Permanent Migration Committee, and the meeting of members of the Committee on Women’s Work. The public attention accorded to these meetings by the press and radio has been gratifying. Particular reference may be made to United States network broadcasts of part of the proceedings of the Seattle Session, to a recent United States network broadcast in which Mr. Lewis B. Schwellenbach and Mr. Henry M. Jackson discussed the Conference, to a number of talks broadcast from Seattle to various parts of the world by the Canadian Broadcasting Corporation, and to several broadcasts from Montreal to Switzerland in which officials of the Office participated. Special mention may also be made of a recent broadcast by Mr. David A. Morse, Assistant Secretary of Labor, in which the International Labour Organisation figured prominently.
SECOND SUPPLEMENTARY REPORT

I. Composition of the Governing Body

By a letter dated 31 August 1946, Mr. Gustave L. Gérard informed the Chairman of the Governing Body of his resignation as deputy Employers' member of the Governing Body. In accordance with Article 5, paragraph 2, of the Standing Orders, the Employers' group has informed the Chairman that Mr. Cornil, Managing Director of the Belgian Federation of Industries, has been appointed to fill the seat left vacant by the resignation of Mr. Gérard, with Mr. Jules Lecocq, Secretary of the Employers' group, as his personal substitute.

II. Preparatory Asiatic Regional Conference, New Delhi

This note is submitted further to the note on the preparations for the Preparatory Asiatic Regional Conference, which formed Part IV of the Report of the Acting Director (Fifteenth Item on the Agenda) to the 99th Session of the Governing Body.1

Composition of the Conference.

The Director has now received replies from the French, United Kingdom and Netherlands Government members of the Governing Body to his enquiry about the steps to be taken to secure the representation at the Preparatory Asiatic Regional Conference of the more important non-self-governing territories in the Far Eastern region.

The French Government member has advised that the invitation in respect of the territories in the French Union should be addressed to the French Government and that the situation of territories with autonomous Governments will be taken account of in the constitution of the French delegation.

The United Kingdom Government member has intimated that the invitations in respect of the non-self-governing British territories in the region should be addressed to the United Kingdom Government. The reply adds that separate invitations should be sent in respect of Burma, Ceylon, the Malayan Union and Singapore. The position of some of the other territories is still under consideration. The United Kingdom Government desires that, in addition to the invitations in respect of territories which will send separate delegations, an invitation should be addressed to the United Kingdom Government, whose delegations will provide for the representation of the interests of those non-self-governing British territories in Asia which are not as yet in a position to send separate delegations.

The Netherlands Government member has replied that the invitation in respect of the Netherland East Indies should be addressed to the Netherlands Government, and added that the necessary steps will be taken to ensure that Indonesians will be members of the delegation.

It will thus be seen that assurances have been received that all the more important non-self-governing territories in the Far East, specifically mentioned in the proposals concerning the composition of the Conference submitted in the Third Supplementary Report of the Acting Director to the 98th Session of the Governing Body2 and adopted by the Governing Body, will be represented at the Conference.

It will be further recalled that the Governing Body agreed that invitations to send delegations to the Conference should be addressed to the three Asiatic States Members in the Far Eastern region, China, India and Siam; the other two States Members in the same region, Australia and New Zealand; the Philippines, which is a Member of the United Nations in the region; as well as the United States of America, the other State Member intimately connected with Far Eastern affairs, whose assistance is indispensable in the circumstances for the development of the region. The Director has advised the Governments of all these countries of the Governing Body's decision at the 98th Session that invitations should be addressed to them to send delegations to the Preparatory Asiatic Regional Conference at New Delhi. It is understood that the United States Government desires to send an observer delegation with right to participate in the discussions, but not to vote in the proceedings, having regard to the regional character of the Conference.

The correspondence between the Director and the members of the Committee appointed by the Governing Body at the 98th Session to advise him on the composition of the Conference has not led to any proposals being put forward in addition to those which were approved by the Governing Body at that session.

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1 See above, p. 94.
Message from the Indian Government.

The Director desires to take this opportunity to communicate to the Governing Body a message received by him from the Vice-President of the Executive Council, which was recently set up at New Delhi, Mr. Jawaharlal Nehru, and his colleague, Mr. Jagjivan Ram, Member in charge of Labour, in response to the Director's greetings on the occasion of their assumption of office. The message, which was received through Mr. Lall, Secretary to the Government of India in the Department of Labour, states:

They are deeply appreciative of the value to India of her close association with the International Labour Organisation during the last 25 years and hope that the Organisation with its aims and purposes redefined in the Declaration of Philadelphia will in the years to come make it one of its primary and urgent tasks to secure an effective application of the principles of the Declaration to the peoples of the less developed countries of the world—dependent or self-governing. They look forward to the pleasure of greeting the Director and the representatives of the Governing Body and of the countries attending the forthcoming Asiatic Regional Conference, which they hope will be the first of a series of regular conferences pledged to bring about an improvement in the conditions of the workers in Asiatic countries.

Date of the New Delhi Conference.

Since the note on the preparation for the Preparatory Asiatic Regional Conference, included in the Report of the Acting Director to the 99th Session of the Governing Body, was written, the Director has had an opportunity to confer with the Chairman as well as other members of the Governing Body, including the Indian Government representative, Mr. Lall, on the arrangements in train. During these discussions the question arose whether it would not be desirable for the Office to send a preliminary mission to visit the countries concerned for the verification and amplification of the material in the documents for the New Delhi Conference, which are now nearing completion. The mission would consist of officials of different nationalities, mostly but not exclusively Asiatics, who have been for the larger part working on the preparation of these documents. Close consultation between departmental officials in the different countries and the officials of the Office, which is at all times productive of fruitful results, is almost indispensable at the present time in view of the wartime changes. These changes have been far-reaching in Asiatic countries, especially in territories which have been wholly or in part under enemy occupation and have been virtually cut off from intercourse with the outside world for a considerable period of time. Such preliminary consultation on the basis of documentation already prepared and designed to bring it as fully as possible in accord with current developments in the countries concerned would not only be useful in itself but should be most helpful in focusing discussion on the immediately relevant issues in connection with the different items on the agenda of the Preparatory Asiatic Regional Conference at New Delhi and of the subsequent Conference in China.

With these considerations in mind and having regard also to the recent change of the date of the meeting of the United Nations Assembly, the Director suggested to the Indian Government representative on the Governing Body, Mr. Lall, that he might inform the Government of India that, while the Office would be prepared to go on with the Preparatory Conference at New Delhi in January 1947, as arranged, the Director would like to have the Government's views on the possibility of that Conference being held at the end of October 1947, so as to allow for much better documentary preparation and, in particular, with a view to enabling a preliminary mission of officials to visit the countries concerned for the purpose of the verification and amplification of the documents to be submitted to the Conferences in India and China. The Director has been informed that the Government of India has replied agreeing fully with the proposal that the Conference should be held in October for the reasons stated. The Government is, however, most anxious that its concurrence should not lend itself to any misunderstanding of its attitude in regard to the need for holding an Asiatic Regional Conference at the earliest possible opportunity or as to the desirability of having the Preparatory Conference in India. The Government continues to be keenly interested in the matter, and repeats its warm appreciation of the Governing Body's acceptance of its invitation to hold the Preparatory Conference in India.

It should be added that the proposed change in the date of the Preparatory Asiatic Regional Conference in India in no way affects the decision taken by the Governing Body to accept the invitation of the Government of China to hold the first Asiatic Regional Conference in China in 1948.

It is accordingly proposed that the Preparatory Asiatic Regional Conference should be held in New Delhi at the end of October 1947.
APPENDIX XVI

SIXTEENTH ITEM ON THE AGENDA

DATE AND PLACE OF THE 100TH SESSION OF THE GOVERNING BODY

It is customary for the Governing Body to hold a short session immediately after the sessions of the International Labour Conference in order to complete any business left over from its previous session and to deal with any urgent matters arising out of the decisions of the Conference.

The Governing Body will doubtless wish to follow the usual practice and to hold its 100th Session on the first available day or days following the close of the Conference. It would be understood that meetings of any necessary committees would also be convened in connection with the 100th Session, as circumstances might require.
APPENDIX XVII

ALPHABETICAL LIST OF PERSONS ATTENDING THE SESSION

ALTMAN, Henryk (Polish), Government representative, Director, Ministry of Labour and Social Welfare.

ALVARADO, Dr. Luis (Peruvian), Government representative, Minister Plenipotentiary, Counsellor of Embassy, Ottawa.

AMADO, H.E. Gilberto (Brazilian), Government representative, former Ambassador Extraordinary and Minister Plenipotentiary.

ANDERSSON, Gunnar (Swedish), President, Swedish Confederation of Trade Unions.

BELL, Ernest (United Kingdom), International Secretary, Trades Union Congress, accompanying Sir Joseph Hallsworth, Workers' representative.

BIEHLE, Martha H., American Resident Representative of the Intergovernmental Committee on Refugees, Observer.

BROWN, Arthur H. (Canadian), Assistant to the Deputy Minister and Departmental Solicitor, accompanying Mr. MacNamara, Government representative.

BURTON, Kenneth John (United Kingdom), British Employers' Confederation, accompanying Sir John Forbes Watson, Employers' representative.

BUSTOS LAGOS, Mariano (Chilean), Government representative, Consul-General of Chile at Montreal.

DAI, Dr. Poeliiu, Acting Chief of the Secretariat of the United Nations Relief and Rehabilitation Administration, Observer.

DE VRIES, Willem J. (South African), Workers' deputy member, Secretary, South African Trades and Labour Council.

EDGLEY, Harold Edgar (New Zealand), substitute for Mr. Gemmill, Employers' representative, Secretary, Hawkes Bay Employers' Association, Napier.

ENGLAND, Walter Brassington (United Kingdom), Office of the High Commissioner for India in London, accompanying Mr. Lall, Indian Government representative.

ERULKAR, David S. (Indian), Employers' representative, Chairman of the Indian Chamber of Commerce in Great Britain, Federation of Chambers of Commerce and Industry, New Delhi.

FINET, Paul (Belgian), Workers' representative, Secretary, Belgian Federation of Labour.

FORBES WATSON, Sir John Ballingall (United Kingdom), Employers' representative, Director, British Employers' Confederation.

GODART, Justin (French), Government representative, former Minister, President of the Entr'aide Française.

GOULET, Paul (Canadian), Special Assistant to the Deputy Minister, Department of Labour, accompanying Mr. MacNamara, Government representative.

GURMANI, Nawab M.A. (Indian), Director-General of Resettlement and Employment, accompanying Mr. Lall, Government representative.

HALLSWORTH, Sir Joseph (United Kingdom), Workers' representative, General Secretary, National Union of Distributive and Allied Workers, Member of the General Council of the Trades Union Congress.

HOLLAND, Thomas W. (United States), Associate Chief, Division of International Labor, Social and Health Affairs, U.S. Department of State, accompanying Mr. Morse, Government representative.

IBÁÑEZ ÁGUILA, Bernardo (Chilean), Workers' deputy member, General Secretary, Chilean Workers' Confederation.

JACKLIN, Seymour (South African), Financial Adviser to the International Labour Office.
JOUHAUX, Léon (French), Workers' representative, General Secretary, French General Confederation of Labour (C.G.T.).

Koch, Hans Henrik (Danish), Government deputy member, Permanent Under-Secretary of State, Ministry of Labour and Social Affairs.

KUGELBERG, Bertil (Swedish), personal substitute for Mr. C. F. Söderbäck, Employers' deputy member, Deputy Managing Director, Swedish Employers' Federation.

KUNTSCHEN, Charles (Swiss), Employers' deputy member, Secretary, Central Federation of Swiss Employers' Associations.

LALL, Shamaldaree (Indian), Government representative, Secretary to the Government of India in the Department of Labour.

Koch, Hans Henrik (Danish), Government deputy member, Permanent Under-Secretary of State, Ministry of Labour and Social Affairs.

KUGELBERG, Bertil (Swedish), personal substitute for Mr. C. F. Söderbäck, Employers' deputy member, Deputy Managing Director, Swedish Employers' Federation.

KUNTSCHEN, Charles (Swiss), Employers' deputy member, Secretary, Central Federation of Swiss Employers' Associations.

LALL, Shamaldaree (Indian), Government representative, Secretary to the Government of India in the Department of Labour.

LAVES, Walter H.C. (United States), Administrative Consultant on International Affairs, Bureau of the Budget, accompanying Mr. Morse, Government representative.

LECOCQ, Jules (Belgian), substitute for Mr. Cornil, Employers' representative, General Secretary, International Organisation of Industrial Employers.

Li, Ping-heng (Chinese), Government representative.

Lombardo Toledano, D. Vicente (Mexican), Workers' representative, President, Latin American Labour Confederation; Vice-President, World Federation of Trade Unions.

MACNAMARA, Arthur (Canadian), Government representative, Deputy Minister of Labour.

MARLIN, E.R. Liaison Officer, Provisional International Civil Aviation Organisation, accompanying Dr. Alfred Roper, Observer.

MAZHAR, Ibrahim (Egyptian), Director of Projects, Ministry of Social Affairs, substitute for Radi Bey, Government representative.

MÉNÉDEZ FERNÁNDEZ, Antonio (Mexican), Mexican Embassy, Ottawa, substitute for Mr. Rodriguez, Government representative.

MILLER, Frieda S. (United States), Director, Women's Bureau, U.S. Department of Labor, substitute for Mr. Morse, Government representative.

MONK, Alfred Edward (Australian), Workers' representative, General Secretary, Australasian Council of Trade Unions.

MORSE, David A. (United States), Government representative, Assistant Secretary of Labor, U.S. Department of Labor.

MYRDDIN-EVANS, Guildhaume, C.B. (United Kingdom), Government representative, Deputy Secretary, Ministry of Labour and National Service, Chairman of the Governing Body.

NORDAHL, Konrad (Norwegian), Workers' deputy member, President, Norwegian Confederation of Trade Unions.

ODHOLM, Alvar (Swedish), Assistant Director, Swedish Employers' Federation, accompanying Mr. Kugelberg, Employers' deputy member.

OERSTED, Hans Christian (Danish), Employers' representative, Director, Bureau of the Employers' Confederation of the Four Northern Countries.

PHELAN, Vincent Cyril (Canadian), Director of Information and Publicity, Department of Labour, accompanying Mr. MacNamara, Government representative.

PICKFORD, Frank (United Kingdom), Principal Officer, Ministry of Labour and National Service, accompanying Mr. G. Myrddin-Evans, Government representative.

PONS, Julio (Uruguayan), Employers' deputy member, Chambers of Commerce and Industry, Montevideo.

RADI Bey, Radi Abou Seif (Egyptian), Government representative, Under-Secretary of State, Ministry of Social Affairs.

RENAUD, Paul-Emile (Canadian), Counsellor, Department of External Affairs, substitute for Mr. MacNamara, Government representative.

RICARD, Jean Jacques (Danish), Chief of Section, Ministry of Labour and Social Affairs, accompanying Mr. H.H. Koch, Government deputy member.

RODRIGUEZ, Luis I. (Mexican), Government representative, Counsellor, Department of External Affairs.

ROPER, Albert, Secretary-General, Provisional International Civil Aviation Organisation, Observer.

STEMBERG, Geertruida Johanna (Netherlands), Government representative, Director, Ministry of Social Affairs.

THORSSON, Sture (Swedish), Counsellor, Ministry of Social Affairs, accompanying Mr. W. Björck, Government representative.
TROCLET, Léon-Eli (Belgian), Government representative, Minister of Labour and Social Welfare.
VAN REMOORTEL, William (Belgian), Senator, substitute for Mr. L.E. Troclet, Government representative.
VANEK, Josef (Czechoslovak), Employers' deputy member, General Secretary, Czechoslovak Employers' Confederation.
VALINE, Pierre (French), Employers' representative, General Secretary, Federation of Metal and Mining Industries.
WALLIN, Michel (Belgian), Assistant to the Minister of Labour and Social Welfare, accompanying Mr. L.E. Troclet, Government representative.
WATT, Robert J. (United States), Workers' representative, International Representative, American Federation of Labor.
WOU, Saofong (Chinese), Director, Woochefee Institute, New York, substitute for Mr. Li Ping-heng, Government representative.
YLLANES RAMOS, Fernando (Mexican), Employers' representative, Executive Director, Confederation of Chambers of Industry.
ZELLERBACH, James David (United States), Employers' representative, President, Crown Zellerbach Corporation, San Francisco.
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