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The Governing Body of the International Labour Office

MINUTES OF THE 101st SESSION

The 101st Session of the Governing Body of the International Labour Office was held at the International Labour Office, Geneva, from Wednesday, 5 March to Saturday, 8 March 1947.

The Governing Body was composed as follows:

Government group:
- Australia: Mr. Walker.
- Belgium: Mr. Troclet.
- Brazil: Mr. Amado.
- Canada: Mr. McCord.
- Chile: Mr. Cubillos.
- China: Mr. Li Ping-heng.
- Egypt: Radi Bey.
- France: Mr. Justin Godart.
- India: Sir Samuel Runganadhan.
- Mexico: Mr. Romo Castro.
- Netherlands: Miss Stemberg.
- Peru: Mr. Wagner de Reyna.
- Poland: Mr. Altman.
- Sweden: Mr. Björck.
- United Kingdom: Sir Guildhaume Myrddin-Evans, Chairman.
- United States of America: Miss Miller.

Employers' group:
- Mr. Brooke (substitute for Mr. Gemmill).
- Mr. Burton (substitute for Sir John Forbes Watson).
- Mr. Calheiros Lopes.
- Mr. Cornil.
- Mr. Oersted.
- Mr. Shaw (substitute for Mr. Zellerbach).
- Mr. Waline.
- Mr. Yllanes Ramos.

Workers' group:
- Mr. Butler.
- Mr. Finet.
- Sir Joseph Hallsworth.
- Mr. Ibáñez.
- Mr. Jasinski.
- Mr. Jouhaux.
- Mr. Lizzadri.
- Mr. Nordahl.
Regular members absent:

Government group:

Australia: Mr. WYNES.
Canada: Mr. MACNAMARA.
Chile: Mr. BUSTOS LAGOS.
Mexico: Mr. RODRíGUEZ.
Peru: Mr. ALVARADO.
United States of America: Mr. MORSE.

Employers' group:

Mr. ERULKAR.
Sir John FORBES WATSON.
Mr. GEMMILL.
Mr. Li Ming.
Mr. ZELLERBACH.

Workers' group:

Mr. BENGOUGH.
Mr. CHU.
Mr. LOMBARDO TOLEDANO.
Mr. MONK.
Mr. WATT.

The following deputy members or their substitutes were present:

Government group:

Mr. KOCH.

Employers' group:

Mr. LECOQ.
Mr. KUNTSCHEN.
Mr. MOLENAAR.

Workers' group:

Mr. CARTHY (substitute for Mr. JOSHI).
Mr. DE VRIES.

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

Switzerland: Mr. KAUFMANN.
Union of South Africa: Mr. SOLE.

The following representative of an international organisation was present as observer:

United Nations:

Mr. Bruce TURNER, Assistant Director, Division for Co-ordination and Liaison of the Department of Economic and Social Affairs.
There were also present:

Mr. Edward PHELAN, Director-General of the International Labour Office.
Mr. Jef RENS, Assistant Director.
Mr. G. A. JOHNSTON, Assistant Director.
Mr. R. LAFRANCE, Secretary of the Governing Body.

Mr. BELLINGHAM-SMITH, accompanying Mr. BURTON.
Mr. BETTELHEIM, accompanying Mr. GODART.
Mr. CHAPDELAINE, accompanying Mr. McCORD.
Mr. CHARRIÈRE, accompanying Mr. GODART.
Mr. FENNEMA, accompanying Mr. MOLENAAR.
Mr. Fuss, accompanying Mr. TROCLET.
Mr. GONET, accompanying Sir Samuel RUNGANADHAN.
Mr. HAUCK, substitute for Mr. GODART.
Mr. LÉFEVRE, accompanying Mr. GODART.
Mr. MAHER, accompanying Sir Guildhaume MYRDDIN-EVANS.
Mr. MANI, accompanying Sir Samuel RUNGANADHAN.
Mr. PARANHOS DA SILVA, accompanying Mr. AMADO.
Mr. STUART, accompanying Mr. WALKER.
Mr. THORSSON, accompanying Mr. BJÖRCK.
Mr. Tzaut, accompanying Mr. OERSTED.
Mr. VEYSEY, substitute for Sir Guildhaume MYRDDIN-EVANS.
Mr. WIESMAN, accompanying Miss MILLER.
Dr. Wou, substitute for Mr. Li Ping-heng.
The Governing Body was composed as follows: Sir Guil4haume MYRDDIN-EVANS (Chairman), Mr. ALTMAN, Mr. AMADO, Mr. BJÖRCK, Mr. BROOKE, Mr. BURTON, Mr. BUTLER, Mr. CALHEIROS LOPES, Mr. CORNIL, Mr. CUBILLOS, Mr. FINET, Mr. Justin GODART, Sir Joseph HALLSWORTH, Mr. IBÁÑEZ, Mr. JASINSKI, Mr. JOUHAUX, Mr. LIZZADRI, Mr. Li Ping-heng, Mr. MCCORD, Miss MILLER, Mr. NORDAHL, Mr. OERSTED, RADI Bey, Sir Samuel Runganadhan, Mr. SHAW, Miss STEMBERG, Mr. TROCLET, Mr. WAGNER DE REYNA, Mr. WALINE, Mr. WALKER, Mr. YLLANES RAMOS.

Absent: Mr. ROMO CASTRO.

Opening of the Session

The Chairman said that it was his sad duty to inform the Governing Body of the death of several of its former members and other friends of the Organisation.

First he wished to pay tribute to the memory of Gunnar Andersson who, as the Report of the Director-General stated, had attended the 99th Session of the Governing Body in Montreal and had been stricken at the 29th Session of the Conference by the illness to which he succumbed soon afterwards. He had been a convinced internationalist and a great trade union leader, who had never wavered in his faith in both these causes and who would be sadly missed by all who had known and worked with him, both in Sweden and in the field of international labour affairs. Gunnar Andersson had been a most lovable soul and the Governing Body would be unanimous in mourning his loss.

Dr. Leroy U. Gardner, member of the Correspondence Committee on Industrial Hygiene and of its Silicosis Sub-Committee, had died on 24 October 1946. The Director-General’s Report recalled that he had attended the International Labour Organisation’s Silicosis Conference in Johannesburg in 1930. The loss of his specialised knowledge and tireless energy would be a serious blow to the field of industrial medicine and would be felt both in his own country and in international circles.

The second Supplementary Report of the Director-General noted the death of three former members of the Governing Body. The first of these, Sir Louis Kershaw, who had made his career in the Indian Civil Service, had attended the Washington Conference in 1919 and the subsequent sessions of the Conference up to 1925 as Indian Government Delegate. For the three years from 1923 to 1926 he had also represented the Government of India on the Governing Body.

Pierre Krier, who had been attending meetings of the International Labour Organisation until quite recently and who had been Minister of Labour, Mines and Reconstruction of Luxembourg, had died on 20 January. The Director-General had emphasised that his work at the Ministry of Labour had been inspired by the principles of the International Labour Organisation and that, in particular, he had introduced a National Labour Conference which had given valuable support to the Government and Parliament in drafting and applying labour legislation.

Georges Curčin, who had begun his career in the diplomatic service and had subsequently become Secretary of the Chamber of Industries in Yugoslavia and then Secretary-General of the Federation of Industrial Associations of Yugoslavia, had also died recently. In 1925 he had been elected Employers’ Deputy Member of the Governing Body and had become a full member in 1937. During the same period and up to 1940 he had also acted as Yugoslav Employers’ Delegate at the International Labour Conference.
The Governing Body rose in tribute to the memory of those who had died since its last session and decided to convey its deepest sympathy to the families of the deceased.

The Chairman welcomed those members of the Governing Body who were attending a session for the first time or who had returned after an absence.

He noted in the first place that Miss Miller, who was well known to the members of the Governing Body, was acting as substitute for Mr. Morse as representative of the United States Government. Mr. McCord, Director of Administrative Services in the Canadian Department of Labour, was taking part in the work of the Governing Body for the first time as substitute for Mr. MacNamara. The Chargé d'affaires for Chile in Berne, Mr. Cubillos, was acting as substitute for Mr. Bustos Lagos. For Australia, Mr. E. R. Walker, Economic Counsellor for Western Europe, was replacing Mr. Wynes; Mr. Walker had already been present at a session of the International Labour Conference but was attending a session of the Governing Body for the first time. Mr. Waldo Romo Castro, Mexican Minister in Berne, was acting as substitute for Mr. Luis Rodriguez, the regular representative of the Mexican Government. For Peru, Mr. Wagner de Reyna, Secretary of the Peruvian Legation in Berne, was acting as substitute for Mr. Alvarado who had been prevented from attending by illness. Lastly, Mr. G. C. Veysey, Under-Secretary in the Ministry of Labour and National Service of Great Britain, was attending a session for the first time.

In the Employers' group, Sir John Forbes Watson, who had been detained at home by urgent business, was represented by Mr. Burton who had attended the Governing Body before; Mr. Shaw, who had attended several sessions of the Conference, was present at the Governing Body for the first time as substitute for Mr. Zellerbach. Mr. Gemmill was replaced by Mr. Brooke, whom the members of the Governing Body had known for a long time. Mr. Cornil and Mr. Calheiros Lopes were replacing Mr. Erulkar and Mr. Li Ming who had been unable to attend.

In the Workers' group, Mr. Robert Watt had been prevented from attending by sickness; Mr. Bengough was detained in Canada by urgent business; Mr. Lombardo Toledano, Mr. Chu and Mr. Monk were also absent. Mr. Finet of Belgium was replacing the late Mr. Andersson. The other regular members of the Governing Body who were absent were replaced by Mr. Butler, Mr. Ibáñez, Mr. Nordahl, Mr. Jasinski and Mr. Lizzadri.

He wished to extend a warm welcome to Mr. Bruce Turner, Assistant Director of the Division for Co-ordination and Liaison of the Department of Economic and Social Affairs of the United Nations. The World Health Organisation had appointed Dr. Brock Chisholm, its Executive Secretary, as its representative at the session of the Governing Body, and the European Central Inland Transport Organisation had appointed as its representatives Mr. J. Hostie, Legal Adviser, and Mr. J. H. T. Clarke, Director of the Roads Division.

Sir Joseph Hallsworth wished to inform the Governing Body that since its last meeting the Chairman, Sir Guildhaume Myrddin-Evans, and Sir John Forbes Watson had both been invested with a great honour, having been created Knight Commander of the Most Distinguished Order of St. Michael and St. George. He was confident that the members of the Governing Body would wish to join with him in congratulating them most warmly.

Mr. Oersted said that it had been his own intention to congratulate Sir Guildhaume Myrddin-Evans and Sir John Forbes Watson. The Employers' group were very glad to associate themselves with what Sir Joseph Hallsworth had said and considered that the honour which had been conferred upon them was an honour for the Governing Body itself.

Mr. Godart, on behalf of the Government group, wished to add his heartiest congratulations to those already expressed. The Government group was very glad to see such a high honour conferred on two members of the Governing Body who had always taken a leading part in its work. The congratulations which had been
expressed to them bore testimony to the friendship of all the members of the Governing Body.

Mr. Burton thanked the Governing Body on behalf of Sir John Forbes Watson, to whom he would have much pleasure in transmitting its congratulations.

The Chairman said that he was very much touched, and he was sure that Sir John Forbes Watson would also be very much touched, by the kind words addressed to them. No congratulations could be more appreciated both by him and by Sir John Forbes Watson than those of the Governing Body of the International Labour Office. The honour which had been conferred upon them was almost invariably given in recognition of work in the international field, and he had reason to believe that in the present case the honour was a recognition of the importance which was attached to the work of the International Labour Organisation.

FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 99th and 100th Sessions

The Governing Body approved the Minutes of its 99th and 100th Sessions, subject to any corrections which might be communicated by members.

THIRD ITEM ON THE AGENDA

Report of the Allocations Committee

Sir Samuel Runganadhan, Chairman of the Allocations Committee, presented the first report of the Committee.

The Committee had begun by an exchange of views on the principles to be adopted in fixing the scale of contributions and had then proceeded to establish a scale of contributions for the 1948 budget. It would be noted that the French Government had generously intimated its willingness to increase its contribution by 20 units, thus raising it to 80 units, or the same figure as in 1938. The Committee had expressed its gratitude to the French Government and he was confident that the Governing Body would wish to do the same.

In the course of the discussion, the representative of the United States Government had stated that her Government had given serious consideration to the question of its contributions to intergovernmental agencies and she had informed the Committee that, subject to approval by the constitutional procedure, the United States Government was prepared to accept an increase from 108 to 150 units in its contribution to the 1948 budget. The Committee had expressed its gratitude to the representative of the United States Government for this generous action.

As a result of these additions the Allocations Committee was now able to inform the Governing Body that, since the Committee had been set up in 1946, the total number of units of contribution from States Members had been increased from 623 to 752.

The report of the Committee was only a preliminary one and the Committee hoped to present a second report to the Governing Body in the course of its present session. The Committee had instructed its Chairman and the Director-General to consult with the representatives of certain countries on the Governing Body with a view to seeing whether they would be prepared to accept an increase in the number of their contribution units for 1948. In the case of the States which were not represented on the Governing Body, the Chairman of the Committee had been requested to enter into negotiations with the Governments concerned along the lines of the suggestions put forward during the meeting of the Committee.

He thought that the Governing Body might consider this preliminary report as very satisfactory.
Mr. McCord said that the Canadian Government, which was represented on the Allocations Committee, had instructed him to inform the Governing Body of its regret that the Committee, which had been set up to make a general review of the scale of contributions, had not done this at its present session. He wished to urge that the question of a general revision of the scale should be maintained on the agenda of the Committee for early consideration. It was the opinion of the Canadian Government that the fact that the membership of the International Labour Organisation was not exactly the same as that of the United Nations was no reason for failing to use the United Nations scale as a guide for the financial year 1948. His Government felt that the present scale was inadequate and should be revised without delay.

The Chairman pointed out that the Organisation was in a transitional period and that for the time being only the allocations for 1948 were being considered. The question of the allocations for future years would come up again for consideration before both the Allocations Committee and the Governing Body itself. The present report, moreover, was only an interim report and, if it was accepted, the question of some closer adjustment to the United Nations scale would be pursued in consultation with the Directors-General of the other organisations concerned. Mr. McCord could therefore rest assured that the question he had raised remained open.

He was sure that the Governing Body would wish to express its gratitude to the representatives of France and of the United States for the generous gesture which their Governments had made. It was a matter for congratulation that France was now able to resume its payments on the pre-war basis; and in the case of the United States, a most generous and completely voluntary offer had been made to raise that country's contribution to 150 units.

The Governing Body decided to convey its gratitude to the Governments of France and of the United States for their generous action.

Mr. Troclet said that his Government fully approved the report which had been presented, and in order to show that its support was not only a matter of words it had decided to respond to the invitation contained at the end of the report, where the hope was expressed that further increases in contributions for the 1948 budget might be secured. He had great pleasure in informing the Governing Body that Belgium, whose pre-war contribution had been reduced to two units and then raised to nine units for 1947, now agreed to accept an allocation of 19 units for 1948, thus returning to the pre-war figure pending the establishment of a final scale. He hoped that other countries would be encouraged to follow this example.

The Governing Body decided to convey its gratitude to the Belgian Government for its generous action.

Mr. Walker said that the Australian Government attached great importance to adjusting the contributions scale of the International Labour Organisation with that of the United Nations and regretted that progress towards this objective had not been more rapid. It was true, however, that the problem of establishing the scale of contributions was a complicated one, as the United Nations themselves had found. His Government nevertheless hoped that, even with regard to the 1948 budget, more emphasis would be laid upon the attempt to bring the scale of contributions of the International Labour Organisation into conformity with the scale adopted by the United Nations Assembly for 1948. The United Nations Assembly had had before it a very careful study of the relative capacity to pay of the different countries; although this was only one of the factors involved, it was a very important factor and should be taken into account in the negotiations which were to be conducted with various countries with regard to the number of contribution units that they would be prepared to accept.

He noted that the Belgian Government appeared to be accepting a relatively
higher allocation for the budget of the Organisation than that which it paid to the
United Nations.

However that might be, he thought it most important that account should be
taken of the ability of the various nations to pay.

The Chairman said that the Chairman of the Allocations Committee and the
Director-General would take note of the views expressed by the representatives of
the Canadian and Australian Governments. He pointed out that in the case of an
Organisation which had been in existence for 27 years it was not so easy to effect
a complete transformation as when a fresh start was being made, but progress was
being made step by step towards the end which the Governments of Canada and
Australia had in view.

The Governing Body adopted the first report of the Allocations Committee and
authorised the Chairman of the Committee and the Director-General to proceed with the
negotiations proposed in the report.

SIXTH ITEM ON THE AGENDA

Preparatory Asiatic Regional Conference

The Director-General said that the paper which was before the Governing Body
did not call for any decision, but simply informed the Governing Body of the steps
which had been taken since the last session.

Mr. Oersted thought that it was time for the Governing Body delegation to the
New Delhi Conference to be appointed.

The Chairman said that that question would be dealt with in connection with
the Twelfth Item on the Agenda: Composition of Committees.

The Governing Body took note of the information contained in the Office's paper on
the Preparatory Asiatic Regional Conference.

FIFTEENTH ITEM ON THE AGENDA

Report of the Director-General

Composition of the Governing Body.

Sir Joseph Hallsworth said that, in accordance with the arrangements made at
the last Governing Body elections, the vacancy for a workers' representative on the
Governing Body left by the death of Mr. Andersson would be filled by the first deputy
member for the Workers' group, Mr. Finet.

The question of replacing Mr. Andersson on the various committees of which
he was a member had not yet been settled by the Workers' group.

The Governing Body took note that the Workers' group had appointed Mr. Finet
to fill the vacancy left by the death of Mr. Andersson.

Order of Business of the Governing Body.

Mr. Oersted asked, on behalf of the Employers' group and in the belief that his
request would be supported by the Workers' group, that a whole day should be set
aside for the meetings of the Governing Body groups at each session in order to enable
them to consider the various items on the agenda.

It was agreed that in future a whole day should be allotted for Governing Body
group meetings in connection with every session of the Governing Body.
Determination of the Eight States of Chief Industrial Importance.

The Director-General said that the Governing Body was under two obligations as regards this question. The first obligation was to review the list of the eight States of chief industrial importance before every election held to fill those seats on the Governing Body which were filled by election. An election was due to take place at the 1948 session of the Conference and it therefore seemed desirable to draw the attention of the Governing Body to that obligation.

When the list had last been modified the Governing Body had assumed a second obligation. Certain Governments had then asked that the whole method of statistical determination as to which were the eight States of chief industrial importance should be revised. It had been the practice in the past for the Governing Body to instruct its Officers to make this review, with the assistance of statistical experts if they thought it necessary. Unless the Governing Body wished to adopt some new method, it was suggested that it should follow the earlier precedent and set up a small committee of statistical experts to assist the Officers of the Governing Body in making recommendations concerning the determination of the eight States of chief industrial importance.

The committee of experts might consist of six persons selected from States which had no direct interest in the matter in order to ensure its impartiality. There were, for instance, some States among the eight States of chief industrial importance whose position was unassailable, such as the United States of America. On the other hand, there was a still larger number of States Members of the Organisation which unquestionably failed to fulfil the conditions required for inclusion among the eight. Lastly, it would be desirable for the committee to have an international composition, and therefore for it to include at least one expert from each of the following groups of States; the American States, the Asiatic States, the European States, and other States. A committee composed in this way would no doubt be able to provide a reliable basis for the decision which the Governing Body would eventually have to take.

Mr. Godart said that the Government group had considered the question of setting up a committee of statistical experts and had adopted a proposal made by Mr. Fuss to the effect that the committee should be composed of nationals of the first six States on the list of the eight States of chief industrial importance, namely the United States of America, the United Kingdom of Great Britain and Northern Ireland, France, India, Canada and China. Belgium and the Netherlands had stated that they did not wish to claim representation on the committee.

Mr. Troclet said that the attitude adopted by Belgium and the Netherlands did not imply a lack of interest in the question but, on the contrary, was due to the fact that just because they were directly interested in the matter these countries thought that they should not have a place on the committee of experts. Of the eight States holding permanent seats, there were six whose position as States of chief industrial importance was unassailable, whereas Belgium and the Netherlands, which held the seventh and eighth places respectively, might have their claims contested by other States. Furthermore, it seemed possible that any of the States Members which were not at present included in the list of eight might put forward a more or less justified claim to permanent seats. It was for these reasons that the Belgian Government had proposed that the members of the committee of statistical experts should be chosen from among the nationals of the six countries which headed the list of the eight States of chief industrial importance.

The Chairman said that if this proposal were accepted the names of the experts would be laid before the Governing Body for approval at a later session.

Mr. Yllanes Ramos said that the proposal which had been laid before the Governing Body concerning the appointment of this committee of statisticians did not seem to be quite in accordance with the provisions of the Constitution of the Organi-
...ation at present in force. The amendments to the Constitution of the Organisation adopted in 1946 had not yet been ratified, and until they came into force the Constitution of the Organisation provided that if any doubt arose in regard to the determination of the States of chief industrial importance the question should be settled by the Council of the League of Nations. Under the terms of the amendments adopted by the 29th Session of the Conference as a result of the work of the Delegation on Constitutional Questions, it was the Governing Body which would henceforward be responsible for deciding these matters. He asked the Director-General to explain the constitutional aspects of the question.

The Director-General did not think that any difficulty arose from the constitutional standpoint. It was correct that, until the amendments adopted in 1946 came into force, the old text of the Constitution was still operative. But for the past 27 years the procedure recommended in the Report of the Director-General had been followed on this matter, and that procedure could hardly be in contradiction with the Constitution which had been in operation during the same period. When the time came for a decision to be taken as to the determination of the eight States of chief industrial importance, the Governing Body would be required, whether the constitutional amendments had come into force or not, to make an analysis of the statistical data and to make recommendations as to the statistical tests which should be applied.

Furthermore, under the existing text of the Constitution, the Council of the League of Nations was called upon to take a decision only if the Governing Body's decision was contested. When the list of eight States was established for the first time the decision had been contested, but no such decision had been contested since that time and accordingly no decision had been required by any other agency but the Governing Body itself. He therefore suggested that there was no objection to adopting the procedure suggested in his report.

Mr. Yllanes Ramos said that he was grateful to the Director-General for his explanation, but he pointed out that the question raised delicate political problems which might cause offence to certain countries. He fully appreciated that if an important industrial country asked to be included among the eight States, the Governing Body would have to settle the matter, but so far as he knew there was no such claim at present. He therefore thought that it would be unwise to raise the question for the time being. He was quite aware that it had arisen in 1944, but the circumstances then were quite different. He asked the Director-General and the Governing Body to reflect on the matter before taking a decision which might interfere with the proper working of the Organisation. Personally, he would prefer to see the question withdrawn from the Director-General's Report.

The Director-General appreciated the importance of Mr. Yllanes Ramos' remarks, but pointed out that he was not taking any initiative in the matter. As he had already said, the Governing Body was faced with two obligations which it had itself created.

The Governing Body had decided a long time ago that its Officers should review the list of eight States before each election. A claim to be one of the eight States of chief industrial importance might arise at any time, and even if no such claim existed at present, there was no guarantee that one might not be presented in the very near future. If, for instance, such a claim were to be made in May 1948, the position would be one of inextricable difficulty. The reason why the Governing Body had decided that its Officers should review the list before every election was the obvious one that the members of the electoral college had to know which States were entitled to vote, since the decision was not taken by the Government group of the Conference as a whole, but by the Government group less the eight States of chief industrial importance. It was therefore essential to know which States were included in the list, and that was the first reason for bringing up the question at this time.

The second reason was that in 1944, when the Governing Body altered the list, it laid upon itself a second obligation. Considering that the statistical yardsticks which had hitherto been used were not the best possible in a changed world situation,
it decided that its Officers, with the assistance of a committee appointed for the purpose, should examine what statistical tests should be applied in the future, and further decided that this should be done before the next review of the list.

It was for those two reasons, and for those two reasons only, that he had made the suggestions which appeared in his Report to the Governing Body. Given the great complexity of the task from the technical point of view, quite apart from the political point of view, which was equally important and equally difficult, it was essential to give the statistical experts ample time to reach a conclusion. That was why the Governing Body was asked to choose the statisticians. The actual names would be laid before it at a later session. The statisticians would then have to collect their material and analyse it before they came to conclusions.

The time available until the 1948 Conference was not too long for this technical work. Although he fully realised the difficulties to which Mr. Yllanes Ramos had drawn attention, he wished to emphasise that he had had no alternative but to bring before the Governing Body the proposals contained in his Report.

Mr. Jouhaux supported the proposals regarding the constitution of a committee of statistical experts to consider the statistical tests to be applied in determining the list of the eight States of chief industrial importance. He would like to know, however, whether these tests would be applied only to the countries which were already Members of the International Labour Organisation or whether, as at the time of the constitution of the Organisation, they would be applied equally to all the industrially important countries in the world.

The Chairman thought that the question put by Mr. Jouhaux was a delicate one and called for reflection. When the Governing Body had before it the names of the statistical experts, which would only be at its next session, the terms of reference of the committee in regard to the question raised by Mr. Jouhaux could be more precisely defined.

Mr. Jouhaux had not expected an immediate reply to his question, since it was one which called for full consideration, both because of the present world situation and because of the necessity of giving the Organisation that universal character which it did not yet have. The Governing Body ought not to take a decision on the matter without due consideration.

Mr. Fuss said that Mr. Troclet had requested him to explain the Belgian Government’s position in the matter. If Belgium had regard only to its own interests it would support the proposal made by Mr. Yllanes Ramos for the postponement of the question. The position of Belgium as one of the eight States which were at present regarded as the States of chief industrial importance was particularly delicate. It was clear that if a large State which was not at present represented in the Organisation were to join it, Belgium would lose its place among the eight States, whereas it would retain its position on the list so long as a decision was postponed.

Nevertheless, Belgium placed the interests of the International Labour Organisation itself above its own national interest. The interest of the Organisation was that it should be able to function in a regular manner. It was therefore essential that there should be no possible ambiguity about the manner in which the Governing Body would be reconstituted during the 1948 Session of the Conference. The Belgian Government accordingly hoped that Mr. Yllanes Ramos would not press his proposal for an adjournment, so that there might be a unanimous decision at the present session in regard to the selection of the countries of which the experts appointed for the study of the questions should be nationals.

Mr. Yllanes Ramos said that he had not proposed that the matter should be adjourned, but that it should be withdrawn from the Director-General’s Report. If by 1948 the amendments to the Constitution had come into force and certain States of unquestionable industrial importance then asked to be admitted to the Organisation, the situation to which Mr. Jouhaux had referred would arise, and it
would become necessary to decide whether the statistical tests adopted for the
determination of the eight States of chief industrial importance should be applied
to all the countries in the world or only to the countries which were Members of the
Organisation at that time.

Although he was not convinced by the arguments of the Director-General, he
would refrain from making a motion at present. He was merely concerned to see
that the Constitution was observed and that everything possible was done to prevent
difficulties from arising among the States Members of the Organisation. If, however,
the question were put to the vote he would be obliged to vote against it.

The Chairman thought that the Governing Body as a whole approved the
suggestions contained in the Director-General's Report as modified by the suggestions
made by the Government group. The Governing Body was, indeed, committed by
the decision it had taken in Philadelphia in 1944 to set in motion the procedure for
reviewing the list of eight States.

He did not think it was necessary to take a formal vote, but Mr. Yllanes Ramos'
dissent from the proposal would be noted in the minutes.

The Governing Body decided to set up a small committee of statistical experts to
assist the Officers of the Governing Body in making recommendations concerning the
determination of the eight States of chief industrial importance.

The Governing Body decided that the committee should consist of six members who
should be nationals of the following countries: United States of America, United Kingdom
of Great Britain and Northern Ireland, France, India, Canada, China.

It was agreed that the names of the experts should be submitted to the Governing
Body at a later session.

The sitting closed at 6.35 p.m.

Guildhaume MYRDDIN-EVANS.
MINUTES OF THE SECOND SITTING

(Thursday, 6 March 1947—10.35 a.m.)

The Governing Body was composed as follows: Sir Guildhaume Myrddin-Evans (Chairman), Mr. Altman, Mr. Björck, Mr. Brooke, Mr. Burton, Mr. Butler, Mr. Calheiros Lopes, Mr. Cornil, Mr. Cubillos, Mr. Finet, Mr. Justin Godart, Sir Joseph Hallsworth, Mr. Ibáñez, Mr. Jasinski, Mr. Jouhaux, Mr. Lizzadri, Mr. McCord, Miss Miller, Mr. Nordahl, Mr. Oersted, Rady Bey, Sir Samuel Runganadhan, Mr. Shaw, Miss Stemberg, Mr. Troclet, Mr. Wagner de Reyna, Mr. Waline, Mr. Walker, Mr. Wou, Mr. Yllanes Ramos.

Absent: Mr. Amado, Mr. Romo Castro.

Fifteenth Item on the Agenda

Report of the Director-General (continued)

Filling of the Vacancies left on Various Committees by the Death of Mr. Gunnar Andersson.

Sir Joseph Hallsworth said that the Workers' group proposed the following appointments:

Finance Committee: Mr. Joshi to replace Mr. Andersson as regular member; the workers' substitute members to be Mr. Chu and Mr. Lizzadri, in the order named.

Employment Committee: Mr. Jasinski to replace Mr. Andersson as substitute member; the workers' substitute members to be Mr. Nordahl, Mr. Lizzadri and Mr. Jasinski, in the order named.

Standing Orders Committee: Mr. Ibáñez to replace Mr. Andersson as regular member; the workers' substitute members to be Mr. Finet and Mr. Butler.

Staff Questions Committee: Sir Joseph Hallsworth to replace Mr. Andersson, who was the second workers' substitute.

Correspondence Committee on Industrial Hygiene: Mr. Monk to replace Mr. Andersson as regular member; Mr. Nordahl to become the workers' substitute member.

Coal Mines Committee (Second Session): Mr. Finet to replace Mr. Andersson as substitute member of the Governing Body delegation.

Metal Trades Committee: Mr. De Vries to replace Mr. Andersson, with Mr. Finet as substitute.

Furthermore, the Workers' group proposed the following additional appointments:

Iron and Steel Committee: Mr. Jasinski as substitute workers' member of the Governing Body delegation.

Committee on Constitutional Questions: Mr. Finet to be the sixth workers' member of the Committee, and Mr. Chu the third workers' substitute.

The Governing Body took note of the nominations made by the Workers' group to fill the vacancies left on various committees by the death of Mr. Andersson, and also of the additional nominations made by the Workers' group.
List of Committees and System of Substitutes for Governing Body Representatives on Committees.

The Director-General said that he had brought this matter to the attention of the Governing Body not because any question of principle was involved, but for practical reasons. During recent years, representation of the Governing Body, for instance on Industrial Committees, had considerably widened, and the Governing Body would soon be appointing tripartite delegations to represent it at the Economic and Social Council, the United Nations Assembly, the Commissions of the Economic and Social Council, and so forth. Difficulty had sometimes arisen in applying the rules concerning the appointment of substitutes as they stood, because their precise application in specific cases was not absolutely clear. That was why he had suggested that the question should be referred for consideration to the Standing Orders Committee. The Committee could be informed of the difficulties which had arisen in the past, and might be able to find some wording which would make it possible to apply the rules concerning substitutes without any difficulty in future.

Mr. Oersted pointed out that Article 4 of the Standing Orders of the Governing Body contained a provision regulating the method of appointment of substitutes for the Employers' and Workers' groups, in the following terms:

In the case of the Employers' group and of the Workers' group, full freedom is left to the groups as to the manner of appointing substitutes.

He agreed that points might arise on which there should be more definite rules, but he thought that that was a matter for the groups. He therefore suggested that the Governing Body should refer the question back to the groups and not to the Standing Orders Committee. So far as the Employers' group was concerned, they did not want any alteration of the Standing Orders, although they were quite willing to take any practical steps which might prove necessary.

He expressed his surprise that the proposed meeting of the Standing Orders Committee had been cancelled without proper notice to the members of the Committee. He therefore suggested that the Governing Body should refer the question back to the Standing Orders Committee to consider the matter in the light of difficulties which had arisen. They agreed with the Employers' group in wishing to have as much elasticity as possible.
as possible in appointing their representatives on committees. The Workers' group had been able to settle satisfactorily any difficulties which had arisen, mainly in cases of force majeure. He confirmed that differences of opinion had arisen in regard to the circumstances in which substitutes might speak during the meetings of the Committee on Constitutional Questions.

The Governing Body instructed its Standing Orders Committee to consider how far it might be advisable to draft general rules concerning substitutes for representatives of the Governing Body on Committees.


The Director-General said that in his Report he had asked the Governing Body for authority to convene this Conference in Geneva in the autumn of 1947. Preparations for the Conference would not, however, be completed at that date, and it would have to be postponed until the early months of 1948. As a matter of fact, the Finance Committee had taken account of that circumstance in establishing the budget estimates.

There was, however, one point on which the Governing Body could take an immediate decision. The agenda proposed for the Conference included the submission of a Draft Model Code of Safety Provisions for Factories and of the preliminary text of a proposed Convention on safety provisions for factories. The Draft Model Code was well advanced as a result of the work of the Correspondence Committee on Accident Prevention. He suggested that when the draft came before the Technical Conference, that Conference might take a final decision on it. It was a very long and technical document; once it had been modified, adjusted and perhaps completed by the Technical Conference, the Governing Body might take a decision to send it out to Governments so that they might use it as a series of technical recommendations. That procedure had already been adopted in regard to the Model Safety Code for Coal Mines.

The proposed Convention on safety provisions for factories, on the other hand, would be a very much simpler document, which might be put before the General Conference of the International Labour Organisation at such date as the Governing Body might think desirable, perhaps in 1949.

The preparatory work for the Technical Conference would be greatly simplified if the Governing Body were to agree on the procedure he had outlined, subject to any later decisions which the Governing Body might take when the results of the Technical Conference were laid before it. He suggested that the Governing Body might decide at once in principle that the Draft Model Code drawn up by the Technical Conference should be communicated to Governments for their guidance. That procedure would enable it to reach Governments much more quickly than would be possible if it had to be considered by the International Labour Conference. The text would thus not become either a draft Convention or a Recommendation. Possibly at a later stage, after Governments had seen what parts of it could be given practical application, it might be given more formal shape, but there would be great practical advantages in communicating the results of the Technical Conference to Governments at the earliest possible date. Factories were being built or repaired throughout the world, and it would be of great help to Governments if they could have available, while that reconstruction was proceeding, the Draft Model Code to which the Technical Conference would put the finishing touches.

Mr. Oersted asked whether the Governing Body would be represented at the Technical Conference. He pointed out that, in principle, the Governing Body ought to be represented at meetings of this kind. He also hoped that the Governing Body would be represented at the Sixth International Conference of Labour Statisticians.

The Director-General agreed that it would be most desirable for the Governing Body to be represented at the Technical Tripartite Conference on Safety Provisions for Factories.
for Factories. A proposal was already before the Governing Body concerning its representation at the Sixth International Conference of Labour Statisticians by a tripartite delegation.

The Governing Body took note that the Technical Tripartite Conference on Safety Provisions in Factories would be postponed until the early months of 1948.

The Governing Body decided, in principle, that the Draft Model Code on Safety Provisions for Factories drawn up by the Technical Tripartite Conference should be communicated to Governments for their guidance, it being understood that the Governing Body would have the opportunity of considering the results of the Technical Tripartite Conference.

The Governing Body took note that the proposed Convention on safety provisions for factories, the preliminary text of which would be drawn up by the Technical Tripartite Conference, would subsequently be laid before the International Labour Conference, perhaps in 1949.

Sixth International Conference of Labour Statisticians.

The Director-General reminded the Governing Body that this Conference would open in Montreal on 4 August 1947. The preparatory work for the Conference was going forward actively. Only one decision was required of the Governing Body at present. The United Nations Statistical Commission had decided to hold a World Statistical Congress in Washington and New York in September 1947. It would be very desirable that this Congress should have before it the results of the work of the Sixth International Conference of Labour Statisticians. Normally the decisions of the Conference would be laid before the Governing Body. As an exceptional measure, however, the Office asked the Governing Body for authority to communicate to the World Statistical Congress the results of the work of the Sixth International Conference of Labour Statisticians, so that the Congress might take account of its decisions in surveying the statistical problems of the world as a whole. This communication would be for information only, and it would be indicated that the conclusions were purely technical and that the Governing Body remained free to decide what measure of fulfilment should be given to the decisions of the Conference.

Sir Joseph Hallsworth said that the Workers' group was prepared to associate itself with the procedure suggested, in the light of the Director-General's explanation. He thought, however, that it was essential for the Governing Body to maintain its full freedom of decision as to the effect to be given to the conclusions of the statisticians. Statisticians sometimes reached conclusions which had very little relation to the facts, and it was advisable for their decisions to be referred for consideration to a body which, like the Governing Body, was composed of practical people.

The Governing Body authorised the Office, as an exceptional measure, to communicate the recommendations of the Sixth International Conference of Labour Statisticians for information to the various meetings forming part of the World Statistical Congress, together with a covering note explaining that it would be for the Governing Body to consider what action should be taken on the recommendations.

Committee of Experts on the Application of Conventions.

The Director-General said that this Committee would meet at Geneva on 24 March. Strictly speaking, its report should go before the Governing Body, but it had been the practice for many years for the Governing Body to authorise the communication of the Committee's report to Governments for their observations so that they might have time to consider the report before the International Labour Conference met. The Office asked for permission to follow what had thus come to be the standard procedure. The Committee's report would, of course, be brought before the Governing Body itself at the session which preceded the Conference.
Mr. Oersted understood that the Committee of Experts on the Application of Conventions had asked in its reports to be allowed more time to examine the reports from Governments. According to the Director-General's Report, the session of the Committee would probably last a week. He thought that it would be better not to limit beforehand the time available for the meeting.

The Chairman said that it was not proposed to place any limit upon the time which the Committee of Experts would have. The Director-General had merely indicated in his Report that the session might be expected to last a week, but it was understood that if the Committee considered it desirable, it might continue to sit for ten days or a fortnight.

The Governing Body authorised the Office to forward the report of the Committee of Experts to Governments for their observations and to submit the report to the International Labour Conference at its 30th Session. It took note that the report would also be laid before the Governing Body at the session preceding the 30th Session of the Conference.

It was agreed that, if necessary, the Committee of Experts might spend more than one week on the examination of the reports on the application of Conventions.

Proposed Reconstruction of the Advisory Committees on Salaried Employees and on Professional Workers.

The Director-General said that, as a result of the suggestions made for reconstituting these two committees, the Governing Body had before it a series of proposals which called for decisions on four points.

In the first place, experience had shown that there were a number of questions on which the two committees tended to overlap, and it was therefore suggested that there should be a single committee to deal with both these categories of workers.

Secondly, it had to be decided whether the committee should be bipartite or tripartite in character.

Thirdly, the Governing Body would have to determine the method of appointing the members. The suggestion was that the procedure which had been adopted for Industrial Committees should be followed, namely, that the Governments of the countries appointed to the committee should nominate the members, two for each group, making a total of six for each country if the committee was tripartite.

Lastly, it would be necessary to decide upon the list of countries invited to be represented on the committee. This might be a somewhat difficult problem, since salaried employees and professional workers existed in every country in the world. A committee of representatives of some 50 States would be too large and it was therefore suggested that, at least to begin with and until the Governing Body had had more experience of the working of the committee, about ten countries might be selected which had particularly wide experience of the problems arising in connection with these categories of workers. The Governing Body would then be able to reconsider the composition of the committee at a later date.

Mr. Altman was in favour of reconstituting a single committee to deal with the problems of salaried employees and professional workers. He also thought that the committee should be tripartite and should be composed in the same way as the Industrial Committees.

The problems of civil servants and professional workers were very acute in Poland. After the liberation of the country the Government had guaranteed freedom of association to public officials, and at the present time the union which catered for this category of workers had a membership of 200,000. Polish trade unions were formed on a vertical basis and covered not only manual workers but salaried employees in each industry. Thus, a mining engineer or a stenographer employed in the management of the mines would belong to the miners' trade union, which might include a number of different sections. There were, however, also special unions
for professional workers, such as the Authors' Union, the Musicians' Union and the Cooks' Union, which were affiliated to the Central Trade Union Committee like the other unions. Out of a total of 2½ million organised workers in Poland, nearly 500,000 were salaried employees, public officials or professional workers. The activities of the proposed committee were therefore of the greatest interest to Poland. He suggested that the number of countries invited to be represented on the committee should be increased so that the committee might have from the very start a wider membership which would ensure that it should be both useful and effective.

Mr. Wagner de Reyna said that the Peruvian Government was greatly interested in the reconstitution of this committee. The problems of the categories of workers concerned were of capital importance in the Latin American countries. He agreed with Mr. Altman that it would be desirable to extend the list of countries invited to be represented on the committee, and in particular to include an additional American country. He noticed that the list suggested by the Director-General included three oriental countries, four European countries and only two American countries. There was a group of countries, comprising Chile, Bolivia, Peru and Ecuador, which, owing to the structure of their population, presented specially difficult problems, and it would be highly desirable that one of these countries should take part in the work of the proposed committee.

Mr. Oersted said that he accepted the principle that there should be a single committee for salaried employees and professional workers. He also considered that the committee should be tripartite and that the members should be appointed by the Governments. In the case of non-governmental members, however, nominations should be made in the same way as in the case of delegates to the International Labour Conference, that is to say, in consultation with the organisations of employers and workers. There had already been suggestions that the membership of the committee should be enlarged. He thought that in any case the Governing Body should be represented on the committee by a tripartite delegation.

Mr. Yllanes Ramos did not think that it would be wise to set up a single committee to deal with the problems of two quite distinct groups of workers. He did not believe that a distinction should be made between different categories on the basis of their standard of education, since such a distinction was entirely artificial. Nevertheless, the problems which were of concern to salaried employees and professional workers respectively were far from being identical. Resolution No. 25 adopted by the Third Conference of American States Members of the International Labour Organisation had stressed the desirability of investigating conditions of employment in the liberal and teaching professions. If the Governing Body were to give effect to this resolution, he thought that it would have to have a series of studies made for these groups of workers entirely separate from those for salaried employees. He suggested, therefore, that the Governing Body should first decide whether it would be desirable to set up a separate committee for the liberal and teaching professions.

While the position of salaried employees and professional workers in some countries might well be as Mr. Altman had described it in Poland, it was quite different in others. In some countries there were constitutional provisions which applied to professional workers, on the one hand, and to salaried employees, on the other, as quite distinct groups. It was therefore important that these two groups should be separately represented. From the practical standpoint, it would be difficult for representatives of salaried employees' associations to give an opinion on the conditions of employment of lawyers, for instance. He suggested, in conclusion, that for the time being the Governing Body should confine itself to reconstituting a committee on salaried employees with a wider membership, so that some of the countries which were specially interested in the matter might be represented.

Mr. Lizzadri supported Mr. Altman's proposal that the number of countries invited to be represented on the proposed committee should be increased. It would be desirable for the committee to have the benefit of the assistance of countries which had special experience in this field. In this connection, he thought that Italy might
make a very useful contribution to the work of the committee. In his country, trade union unity had been achieved with a general federation covering both manual and professional workers. There were unions for writers, artists and musicians; the union for theatrical personnel covered both actors and scene-shifters, and the miners' union included both the miners and the managerial staff. After three years' experience in this field, Italy might play a very valuable part as a member of the committee.

Sir Joseph Hallsworth said that he represented a union which catered not only for salaried employees but for various groups of professional workers such as dental mechanics, chemists and so forth. As one who was familiar with the problems of these groups of workers, he thought that Mr. Yllanes Ramos had mistaken the purpose of the committee. He did not believe, for instance, that in his own country the medical and dental associations would ask for representation on the proposed committee, except perhaps on the employers' side. At the present time there was a worldwide tendency for labour, both manual and professional, to unify its ranks. It would be ridiculous to try to make a distinction between workers who held university degrees and those who did not. Such distinctions were now a thing of the past, and the proposed committee should represent the modern tendencies in the trade union movement. It was true that in Great Britain the situation was not entirely the same as in France, in Poland or in certain other countries; but the British Trades Union Congress now had within its ranks technical and scientific workers who were formerly outside the pale of the trade union movement. He himself had been Chairman of the Non-Manual Workers' Advisory Council of the British Trades Union Congress since its inception fifteen or sixteen years ago. That Council now included representatives of the Scientific Workers' Association, which included many of the scientists who had been concerned with atomic bomb research. On the other hand, these organisations did not cover such professions as that of lawyer. He thought, therefore, that Mr. Yllanes Ramos had taken the scope of the proposed committee to be wider than it actually was.

The Workers' group considered that a single-committee should be set up to deal with the problems relating to professional workers and to salaried employees, that it should be tripartite, and that the representatives of the three groups should be appointed in exactly the same way as the representatives on the Industrial Committees.

Without going into the question of the differences in the methods of organising these workers in different countries, which was entirely one for the workers themselves to settle, he wished to move on behalf of the Workers' group that the Governing Body should set up a single committee on a tripartite basis composed of representatives appointed in the same way as for the Industrial Committees, and linked with the United Nations Educational, Scientific and Cultural Organisation. The Workers' group did not object to increasing the number of countries represented on the committee if necessary. The adoption of these proposals would enable the Office to strengthen its activities on behalf of important groups of workers, as it had done in the case of other industries through the medium of the Industrial Committees.

Miss Miller did not think that the composition of the committee would give rise to any particular difficulty, since it was proposed that the members should be appointed after consultation with the employers' and workers' organisations. With regard to the number of States to be represented on the committee, it was important to begin by selecting a limited number of countries representing the various types of employment conditions which prevailed for salaried employees and professional workers in various parts of the world. She thought, however, that one addition should be made to the list proposed by the Office. The list at present included only two countries in the western hemisphere, of which only one was a Latin American country, although employment conditions in Latin America had very special characteristics. The addition of another Latin American country to the Committee would help to clarify the problems of that continent.

Mr. Yllanes Ramos agreed that, as Sir Joseph Hallsworth had pointed out, a worker might be included in the groups covered by the scope of the Committee,
whether or not he held a university degree. Nevertheless, he thought that the name proposed for the committee might give rise to confusion. He himself would prefer to see the title amended to read “Committee on Salaried Employees and Technicians”.

Mr. Jouhaux said that from the point of view of trade union organisation among the groups of workers concerned the situation was entirely different today from what it had been before 1939. It was a fact that in a number of countries the central trade union organisations now covered large groups of non-manual workers as well as manual workers. There were, however, in some cases minority groups which refused to join the trade union centres, and the committee must not become a focus of resistance to the unifying tendency which prevailed in many countries. For these reasons he thought it essential that the committee should be a single committee and that the members should be appointed by the Governments themselves in consultation with the most representative organisations of employers and workers.

Mr. Waline said that before the war he had attended meetings of the Committee of Professional Workers, and he welcomed the proposal to reconstitute it. The Employers’ group had not been opposed to the establishment of a committee on salaried employees, and the reason why it had decided not to participate in its work was simply that it had been impossible to come to any agreement as to the joint constitution of the committee. He agreed with Mr. Yllanes Ramos that it would be preferable to have two separate committees. In particular, he thought that questions relating to the work of senior staff should be discussed with their own representatives and not with representatives of their subordinates, even if the senior groups belonged to the same central organisation as the workers’ unions. If, therefore, there was a proposal to set up two separate committees he would vote in its favour. That did not mean, however, that he was absolutely opposed to the establishment of a single committee if this was the general view of the Governing Body. It was not proposed to set up a special committee for managerial staff, but one which would deal with the conditions of employment of non-manual workers such as artistes, musicians and journalists who are not included among managerial staff. Furthermore, as happened before the war, in connection particularly with inventors’ rights and the radius clause, the committee would, as the Director-General had stated in his report, be called upon to deal with questions which arose in connection both with certain groups of salaried employees and certain groups of professional workers. Finally, it would always be possible to set up subcommittees within the single committee if this should prove necessary, in order to discuss specific matters with the representatives of organisations which really represented the workers concerned.

Sir Joseph Hallsworth agreed with Mr. Waline that a single committee might be split up into subcommittees to consider the special problems of different groups of workers, as in the case of the Industrial Committees. He moved that the Governing Body should decide to set up a single committee on a tripartite basis, the members of which should be appointed in the same way as the members of Industrial Committees, and which should establish relations with the United Nations Educational, Scientific and Cultural Organisation. With regard to the number of countries to be represented on the committee, the Workers’ group was prepared to accept a reasonable increase. Lastly, he supported Mr. Oersted’s suggestion that the Governing Body should be represented on the committee.

Mr. Wou supported the reconstitution of a single committee for salaried employees and professional workers, because the problems affecting these two groups of workers in the various countries were similar. He accepted the Director-General’s proposals concerning the list of countries to be represented on the committee.

The Chairman thought that the general sense of the Governing Body was in favour of the establishment of a single committee, subject to a possible amendment of its title. The scope of the committee would depend to some extent on the stage of organisation reached by the groups concerned in the countries invited to be represented on the committee.
The Governing Body also appeared to be in favour of constituting the committee on a tripartite basis. Finally, Sir Joseph Hallsworth had accepted the further principle that the committee might be divided into subcommittees.

No objection had been raised to the suggestion that there should be two members from each group for each of the countries represented on the committee. As to the method of appointing the members, it seemed to be agreed that the appointments should be made by the Governments concerned after consultation with the organisations of employers and workers. Mr. Oersted’s suggestion that the Governing Body should be represented on the committee had also met with general agreement. The same applied to the proposal to invite the United Nations Educational, Scientific and Cultural Organisation to be represented at the meetings of the committee.

With regard to the list of States to be represented on the committee, various additions had been suggested. In the first place, a proposal had been made to add a second Latin American country to the list. The Governing Body would no doubt wish to accept this proposal, and he suggested that Mr. Wagner might consult his Latin American colleagues with a view to making a definite proposal to the Governing Body before the end of the session.

It had also been suggested that Italy should be added to the list and, in view of the prominence of problems relating to salaried employees and professional workers in Poland, it would perhaps be desirable to add Poland to the list of members.

The Governing Body decided to set up a single committee to deal with matters relating to salaried employees and professional workers. It was agreed that the committee should be on a tripartite basis and that it might be divided into subcommittees. The Government of each of the countries named by the Governing Body as members of the committee would be invited to nominate the members, two for each group, after consultation with the organisations of employers and workers.

It was agreed that the United Nations Educational, Scientific and Cultural Organisation should be invited to be represented at the meetings of the committee.

The Governing Body decided that it should itself be represented on the committee by a tripartite delegation.

The Governing Body decided that the following countries should be invited to participate in the committee: China, Czechoslovakia, Egypt, France, India, Italy, Poland, Sweden, United Kingdom, United States, Uruguay; and invited the representatives of the Latin American countries to propose the addition of another Latin American country to the list at a later date.

The sitting closed at 12.55 p.m.

Guildhaume Myrddin-Evans.
MINUTES OF THE THIRD SITTING

(Thursday, 6 March 1947—3.20 p.m.)

The Governing Body was composed as follows: Sir Guildhaume Myrddin-Evans (Chairman), Mr. Altman, Mr. Amado, Mr. Björck, Mr. Brooke, Mr. Burton, Mr. Butler, Mr. Calheiros Lopes, Mr. Cornil, Mr. Cubillos, Mr. Finet, Mr. Justin Godart, Sir Joseph Hallsworth, Mr. Ibáñez, Mr. Jasinski, Mr. Jouhaux, Mr. Lizzadri, Mr. McCord, Miss Miller, Mr. Nordahl, Mr. Oersted, Radi Bey, Mr. Romo Castro, Sir Samuel Runganadhan, Mr. Shaw, Miss Stemberg, Mr. Troclet, Mr. Wagner de Reyna, Mr. Waline, Mr. Walker, Mr. Wou, Mr. Yllanes Ramos.

NINTH ITEM ON THE AGENDA

Industrial Committees

The Chairman said that the Industrial Committees had just completed the first cycle of their meetings, and he thought that it would be of interest if Mr. Rens, the Assistant Director in charge of this branch of the Office’s activity, were to give a short review of the work of the Committees and of what they had accomplished.

Mr. Rens, Assistant Director, thanked the Governing Body for giving him the opportunity of reviewing briefly the results of the first session of each of the Industrial Committees, at which he had represented the Director-General.

First of all, he thought that it was of interest to mention the number of countries and of delegates who had taken part in the various meetings. At the Coal Mines Committee, eleven States out of the twelve which were members had been represented by 63 delegates. At the Inland Transport Committee there were 129 delegates, representing 22 out of the 26 States which were members. At the Textiles Committee there were 135 delegates, representing 18 out of the 21 States which were members. At the Building, Civil Engineering and Public Works Committee 19 States out of 21 which were members were represented by 130 delegates. The Metal Trades Committee was attended by 80 delegates representing 13 out of the 16 States which were members. At the Iron and Steel Committee 12 out of 15 States were represented by 55 delegates. Lastly, at the Petroleum Committee, 11 out of the 12 States which were members were represented by 100 delegates. In all, 692 delegates, advisers and observers had taken part in the various meetings.

The first thing to be noted was that the greater part of the States which were members of the Committees had accepted the invitation which had been addressed to them. The great majority of the members of the delegations had never had any previous contact with the International Labour Organisation before attending the Industrial Committees. Generally speaking, it was true to say that the delegates had highly appreciated the facilities with which the Organisation had been able to provide them for the performance of their work. Personally he was convinced that the favourable impression thus created in widely representative governmental and industrial circles was excellent publicity for the International Labour Organisation.

The meetings of the Industrial Committees had been widely reported in the press of the countries in which they had taken place, and this again had helped to spread a knowledge of the work of the Organisation. In the United States, in particular, the meetings, which in terms of the number of delegates present were real conferences, had provided a means of bringing the work of the Organisation before a section of public opinion which had hitherto been largely unaware of its very existence.

The conclusions reached at these seven meetings of the Industrial Committees had been embodied in over 80 resolutions. This number seemed high, but personally he thought that it could hardly be otherwise. Meeting at the end of a war which
had raised numerous and complicated problems in each industry, the delegates who had taken part in the various meetings had come to them desirous of discussing those questions with which they were most concerned. The Office had every interest in getting to know the problems which were of major current interest in the various industries, and had not tried to limit the scope of the discussions. As the conditions in the various industries had never before been studied in detail, the Office had to build up the necessary material from the beginning. The wide range of the debates and the large number of resolutions adopted were the best methods of guiding the future work of the Committees and integrating it in the general work of the Organisation.

The debates and resolutions of the Industrial Committees showed that they had dealt with all the great social problems and with the effects of the economic problems arising in the industries concerned. Priority had been given to the problems on which the war had conferred a particularly urgent character. Thus, six of the Committees had dealt with the relations between employers' and workers' organisations and with the relations between these organisations and the State; they had considered these problems in the light of the changed post-war conditions. Five Committees had dealt with labour problems, recruitment and vocational training, all of which were of great current importance. Five Committees had also adopted resolutions on full employment and post-war production problems. Six Committees had considered conditions of employment, in particular, holidays with pay and hours of work. Six Committees had discussed questions connected with wages, such as the guaranteed weekly wage, wages in underdeveloped areas, minimum wages, wage bonuses. Five Committees had dealt with social security. Finally, all the Committees had paid special attention to industrial health and safety.

The discussions on these very controversial matters had been conducted in a most broadminded spirit and with an obvious desire to reach practical and agreed solutions. The atmosphere which its tripartite character produced in the International Labour Organisation, and which was characterised by a wholehearted belief in the objectives of the Organisation and by the desire of all three groups to collaborate in attaining them, had established itself in the Industrial Committees from the outset. This was shown by the fact that nearly all the resolutions had been adopted unanimously.

So far as the future was concerned, it might be desirable for the Governing Body to limit the agenda of future meetings to fewer and more carefully defined items so that the Office might be able to prepare the reports with proper care. Similarly, in order to ensure that the preparatory work should be of the same high standard as the rest of the work of the Organisation, it would be desirable, as a general rule, to leave an interval of not less than 18 months between two sessions of the same Committee; on the other hand, he believed that he was expressing the wishes of all those who had attended Industrial Committee meetings in suggesting that, in order to enable the delegates to do useful work, the sessions should last a little longer.

The Governments had made a most valuable contribution to the Office's preparatory work for the Industrial Committees. The replies to the questionnaires sent out to Governments with a view to the preparation of the reports had reached the Office in a most satisfactory manner. Nevertheless, because of the multitude of requests for information which the Office was obliged to send to Governments in order to be able to draft the reports for which the Industrial Committees asked, he thought that the Governments should not be overloaded with enquiries, and that was a further reason for spacing out the meetings of the Committees a little more widely.

It seemed desirable that in future the decisions of the Industrial Committees should be given a form which would allow them the best possible chance of being effectively applied. So far as their content was concerned, it might be hoped that, thanks to the high standard of the preparatory work and the representative character of the delegates, it would be possible to arrive at genuinely effective solutions of the various problems which arose. So far as the form of the decisions was concerned, he thought, in the light of experience, that they might usefully be couched in more
concrete terms. It was perhaps premature to try at this stage to define the final form in which the conclusions of the Industrial Committees should be framed; moreover, they need not necessarily be in the same form in all circumstances. The Governing Body would remember that it had left open the possibility of the employers’ and workers’ groups meeting among themselves to discuss certain problems which were normally settled by collective bargaining. The decisions which would thus be taken by two of the groups included in the Committees would necessarily be different in form from the decisions taken by all three groups together.

It might be anticipated, however, that in the near future, and at least in respect of certain questions such as industrial relations, health and safety in factories, methods of recruitment and vocational training, the Industrial Committees might produce texts which would be comparable to the Factory Safety Code which was now in preparation. In the course of the first meetings of the Industrial Committees, many delegates had expressed the desire that the conclusions reached should be given a more formal character than that of mere resolutions. The Governing Body would, no doubt, wish the Committees to try to reach decisions which would be effectively applied. While they would not have the same legal force as Conventions and Recommendations, conclusions which, as had been suggested in the Committees, were couched in the form of codes or charters might be given a more authoritative form after approval by the Governing Body, and might thereby receive more vigorous and wider support from public opinion.

There were a number of other less urgent questions arising in connection with Industrial Committees; for instance, sooner or later it would be necessary to frame standing orders for the Committees.

Generally speaking, the first results of this new experiment might be regarded as satisfactory. The first meetings of the Industrial Committees had enabled the Organisation to reach sections of the public in which it had previously been practically unknown. New centres of interest had been created; the method of promoting social justice through tripartite discussion, which the International Labour Organisation had hitherto applied on a general basis, was now also applied to a series of specific industries. Furthermore, the Industrial Committees made it possible to associate the Government departments and the employers’ and workers’ organisations concerned directly with the activities of the Organisation. If the Governing Body was prepared to take advantage of the experience gained during the first meetings and to maintain its confidence in the Industrial Committees, he personally was convinced that the hopes placed in them would not be disappointed.

Mr. Burton said that the United Kingdom employers had taken part in all the meetings of the Industrial Committees so far, and had therefore had an excellent opportunity of seeing the Office’s work in this field and of appreciating its full importance.

The Industrial Committees had originally been set up to provide the opportunity for an exchange of views and information between employers and workers in the various industries from the various countries. At the initial meetings in London, Sir John Forbes Watson, who attended as a representative of the Governing Body, had asked that there should be a verbatim record of the discussions in each Committee. While he did not want to appear to be criticising the Office, which had done a great deal of work in connection with the Industrial Committees, he hoped that detailed reports of the first meetings might be published at an early date. It would have been useful for the reports to have appeared before the second meetings were convened, so that those members of the delegations to the second meetings who had not attended the first meeting might have before them a full account of what had been done previously.

The reports which were now before the Governing Body were, in fact, a summary of the resolutions passed at the various Committees, and contained the text of the reports of the subcommittees. He noticed that where these reports had been amended in plenary sitting the amendments were given as footnotes. He suggested that in future the reports laid before the Governing Body should contain the final
texts of the reports of the subcommittees as adopted in plenary sitting; if necessary, the original text of the subcommittee's report might be indicated by footnotes rather than the reverse.

He would also like to see in the reports to the Governing Body a fuller account of the debates which had taken place in plenary sitting; while he did not suggest for the time being that there should be a full record, he thought that a summary might be compiled from the minutes of the various meetings.

As the Chairman had suggested, it seemed opportune to make a general review of the work of the Industrial Committees now that the first cycle of meetings had been completed. He would have liked to see the Governing Body undertake at its present session both this general review and a comparative study of the results achieved, with the object of deciding on the future course of the Committees' work. He recognised, however, that the present session had a very heavy agenda and he therefore asked the Governing Body to reserve the time necessary for a full review at the next session.

He noted that in certain cases several quite distinct industries were combined within one single Committee. For instance, there was only one Committee for transport, although the problems were very different for rail, road and the other branches of transport. The same applied to the textile industry, where the problems were quite different for cotton and for silk and rayon, the latter being more a chemical industry. There was now a sufficient basis of experience for deciding whether the Committees should split up before new meetings were convened, although this would be impossible in the case of the Inland Transport Committee, which was to hold its next meeting in April.

With regard to the agenda of future meetings, the Governing Body must be given sufficient time to consider the documents distributed to it. In this connection, he had been glad to hear the remarks made by Mr. Rens concerning the future programme of the meetings of the Industrial Committees.

The question of standing orders for the Industrial Committees would have to be considered at an early date; and also the questions of the appointment of chairmen, the determination of the place of the meetings and the payment of the expenses of delegates.

The Governing Body, which had the responsibility for passing on to Governments the resolutions adopted by the Industrial Committees, ought to review these resolutions very carefully before taking action upon them. The control exercised by the Governing Body over the work of the Industrial Committees must be effective; otherwise there was a danger of running into difficulties and jurisdictional disputes.

The question of the nature of the decisions of the Industrial Committees to which Mr. Rens had referred ought also to be given careful consideration.

In conclusion, he hoped that the Governing Body would undertake the general review of the operation of the Industrial Committees on the lines indicated by Mr. Rens, and having regard to the points which he himself had just raised.

Mr. Godart said that he had listened with great interest to the statements made by Mr. Rens, and he agreed with him on the necessity of spacing out the meetings of the Committees at rather longer intervals, both because of the extensive preparatory work which they entailed for the Office and because of their expense to the Organisation. Nevertheless, having regard to the fact that the development of the Industrial Committees was a new and very important feature of the activities of the International Labour Organisation, it was undesirable that the meetings should be too far apart. He thought that at present the most suitable interval would be something between 12 and 18 months.

With regard to the duration of the meetings, experience indicated that the present duration, normally ten days, of which only about seven were actual working days, was inadequate having regard to the amount of preparation and the travelling expenses entailed by the meetings. Taking into account the time needed to make the necessary contacts at the beginning, to set up the subcommittees and to submit the general reports, only three days were available for the actual work of the sub-
In such a limited time most of the questions could be dealt with only in the most summary fashion, and the results adopted could not reflect a thorough study of the problems. It seemed essential to arrange for the meetings of the Industrial Committees to last for two weeks, thus allowing ten days for actual work. At least one day would have to be allowed for visits to factories, which were rightly regarded as a particularly important feature.

So far as the agenda of the Textiles Committee and the Building, Civil Engineering and Public Works Committee were concerned, the question which had aroused the greatest interest among delegates to the first meetings was that of stability of employment. He thought that the Office should pay particular attention to this problem so that it might be taken up again at the second meetings. He would like to mention among subjects suitable for inclusion in the agenda of the Committees the question of safety and, in particular, participation of the workers in industrial safety measures through joint safety committees.

It also seemed desirable that the wages problem, which had been touched on at the first meetings, should be taken up again on the basis of the most detailed documentation available, with special reference to wages in the various countries represented and to data concerning productivity.

The Social Commission of the United Nations had recently suggested the convening of an International Conference on Housing and Town Planning before 1 February 1948. The French Government would like to suggest that the second session of the Building, Civil Engineering and Public Works Committee should be held about the same time as this Conference, the holding of which would probably be decided upon by the Economic and Social Council. It was therefore suggested that the second session of the Building, Civil Engineering and Public Works Committee should be held in the same city as the Conference, either at the same time or a little earlier, with a view to associating the International Labour Office more closely with the United Nations in its work in the field of housing and town planning.

Mr. Shaw wished to endorse the remarks made by Mr. Burton and Mr. Godart concerning the length of the sessions of the Committees. He thought that at least two more days should be allowed for each session so as to enable the Committees to do an effective job.

He wanted to pay tribute to the Office for the high standard of the preparatory work done for the Petroleum Committee. The history of the petroleum industry and the record of the problems of the industry had been exceptionally well done. The employers who attended the session had thought that few, if any, of those who had spent their lifetime in the industry could have produced so full a report with so few errors.

With regard to the decisions of the Committees, he wished to emphasise that the delegates who attended the Committees took back the texts of these decisions to their respective countries and used them as a basis of discussion, even if they had not been officially endorsed by the Governing Body. If any controversy arose in connection with them it might reflect in a very unfortunate manner on the Governing Body. He therefore thought that the Governing Body should review the decisions of the Industrial Committees without delay, since otherwise the parties concerned might regard the resolutions reported to them by their delegates as official and might act upon them before the Governing Body had exercised its power of review.

There were a few points which he wished to raise in connection with the composition of the Committees and the expenses of delegates. At the Los Angeles meeting, Mr. Lombardo Toledano had expressed the view that the Petroleum Committee was not sufficiently representative. Twelve States had been invited to attend the meeting; ten were fully represented and one had partial representation. Mr. Lombardo Toledano had said that all the petrol producing countries, in particular the Argentine Republic, Brazil and Chile, ought to have been invited to attend the meeting, and that he would also have liked to include potential producing countries such as India and China. Unless there were some restraint on the membership of Industrial Committees, they would ultimately have as large an attendance as the
International Labour Conference itself. It was true that it was somewhat difficult
to limit the membership. It should be impressed upon States Members that
representation on Industrial Committees would involve them in considerable expense.
Moreover, if the Industrial Committees became too large the cost to the Organisation
itself would be excessive and more than it could bear.

Mr. Jouhaux did not want the criticisms which he had to make to be interpreted
as indicating disapproval of the methods adopted or lack of appreciation of the results
achieved. In matters of this kind, criticism was a constructive force which could
stimulate the activity of that which was criticised.

It was beyond question that the Industrial Committees were a welcome experi-
ment, since through them the development of regulations applicable to the industries
concerned might be promoted. It was a fact, however, that in those countries in
which the industries existed, new conditions, or even new legislation, made their
appearance before the appropriate Industrial Committee had finished its work.
When the Industrial Committees had been set up, he had regarded them as an instru-
ment for the more rapid readjustment of prevailing conditions in each of the industries
and countries concerned. Judging by the work which had been done so far, how-
ever, this objective would not be achieved, and when the Committees had finished
their work the development of the relevant industries would already be controlled by
legislation or agreements adopted at an earlier stage. The impression resulting from
the slow pace of the Committees' work might then redound to the discredit of the
International Labour Office. Hence, it was important to speed up their work and
to collect comparative data which would make it possible to promote in the various
countries measures which would help both to increase productivity and to forward
social progress, since he believed that these two factors were bound up with each
other at the present time. The Industrial Committees certainly could not afford to
neglect the general problem of productivity and of the economic situation as a whole.

In a period of reconstruction like the present, all debates and decisions must
go to the heart of the problems, must have regard to the urgent needs of the times,
amd must help the countries concerned to speed up their economic recovery by
promoting social progress and productivity. As he had pointed out very clearly
at the Coal Mines Committee, it was essential to prevent the Industrial Committees
from doing purely theoretical work and from merely collecting information which,
however useful it might be, had no influence on the actual life of the industries.

At the present time, experiments in economic reconstruction were likely
to increase in number. Mr. Godart had already referred to the Housing and Town
Planning Conference which would probably meet in 1948, and which would consider
a number of questions related to certain aspects of the Building, Civil Engineering
and Public Works Committee's work, and he had asked that the Committee should
meet at the same time and place as the Housing and Town Planning Conference in
order to co-ordinate the work of the two meetings and to reach more comprehensive
results.

The Economic and Social Council of the United Nations had further decided to
undertake a general review of reconstruction, if not throughout the world, at least
in Europe, where it was absolutely essential. Personally, he would like to see the
work of the Industrial Committees co-ordinated with that of the Economic and
Social Council, so that the essential practical co-operation between the I.L.O. and
the United Nations might be established.

He hoped that the remarks he had made would be taken into account so
that the work of the Industrial Committees might be made more realistic and more
effective.

Mr. Troclet wished to convey to the International Labour Office the congra-
tulations of the Belgian Government for the remarkable way in which it had prepared
the work of the Industrial Committees, as described so clearly by Mr. Rens.

Two of these Committees had sat in Brussels and he himself had attended
another meeting as well. The Belgian Government had thus had the opportunity
of appreciating for itself the importance of the work of the Industrial Committees,
and he believed that the remarks made by Mr. Rens deserved the closest attention of the Governing Body. The hopes which had been placed in the work of the Committees had certainly not been disappointed. The first cycle of their meetings had shown that they offered scope for most useful work.

Nevertheless, he had a certain number of observations to make and he would try to make them in a constructive and practical spirit.

In the first place, he thought that experience had shown that the tripartite composition of the Committees, which had been much debated, was most effective. He did not believe that this tripartite principle was now open to question.

Secondly, it was a very appreciable advantage that Governments were obliged, in order to reply to the requests for information addressed to them by the International Labour Office in pursuance of the resolutions of the Industrial Committees, to review the situation in specific industries. That had been the experience of the Belgian Government when it had been required to reply to the Office questionnaire with a view to the preparations for the second session of the Coal Mines Committee. In that connection, the Belgian Government had collected all the available information on the coal mining industry in Belgium, and had thus been stimulated to do a job which had never been undertaken before. This had made it possible to define national problems more precisely, and thus the work of the Industrial Committees had most useful indirect results in the countries which were represented on them.

With regard to the interval between the meetings of the Industrial Committees, the Belgian Government thought that if useful work was to be done by the Committees they could not be hurried, although the intervals between the meetings should not be too long. He thought that there should not be less than eighteen months between two meetings of any one Committee. To quote the Coal Mining Committee as an instance, after a meeting in December 1945 the Office had drafted questionnaires and it had been only a few weeks ago that the Belgian Government had been able to reply to them. Every possible effort had been made to prepare the reply as quickly as was consistent with making it full and detailed. He did not think it was possible to reply fully to these requests for information within a period of less than eighteen months. On the other hand, if a long interval was left between two meetings, there would not be sufficient continuity in the work of the Industrial Committees and this would be prejudicial to their results. Furthermore, if problems were allowed to pile up for too long between the sessions, the work of the Committee would lose its current interest. He thought, therefore, that there should be a minimum of eighteen months between sessions and a maximum of two years.

He felt less pessimistic than Mr. Jouhaux about the future of the Industrial Committees. The activities of the International Labour Organisation in the field of social progress might be of three kinds. First of all, social conditions at the lowest stage might be taken as a starting point, that is to say, taking as a basis the States which were least advanced socially. Then there was the contrary method of taking the most advanced country as a standard. In his view, neither of these methods corresponded to the facts of the international situation although there were many arguments in support of both. He considered that a third method should be adopted, namely, that of taking the average standard of social progress in a specific industry and trying to improve conditions in the less advanced countries up to that average standard. By following this method, he believed that there were still very important results to be obtained through international legislation.

He had listened with great interest to the report and the figures given by Mr. Rens on the work of the Industrial Committees during the first cycle of their meetings. He thought that it would be useful to lay before either a future session of the Governing Body or the 30th Session of the International Labour Conference a fuller report on the subject, reviewing the work done by the various Committees and comparing their results. As Mr. Rens had stated, all seven Committees had reached similar conclusions in regard to industrial health and safety, and he therefore thought that some general conclusions could be drawn from the work of this series of Committees as a whole. The same method might be followed with regard to the other problems with which the various Committees had dealt.
The form of the conclusions reached by the Industrial Committees was also a matter which needed careful attention. During the first sessions, the Committees had adopted a large number of resolutions which were a different type of instrument from draft Conventions or Recommendations, but were similar to the resolutions adopted by the International Labour Conference itself. It would probably be necessary to go a little further. These resolutions were certainly of great interest, and after consideration by the Governing Body they were referred to Governments, so that they might take account of them in their social policy. Nevertheless, he wondered whether this procedure was very effective. Mr. Rens had suggested that a kind of code should be established for each industry, but even that might not be adequate. He was not prepared to make any definite suggestions, but he thought that this question of the effect to be given to the conclusions of Industrial Committees should be studied by the Office, which should then submit a report on it to an early session of the Governing Body. If more and more resolutions were adopted which failed to lead to concrete and practical results, there would be a danger that the Industrial Committees would be regarded as mere talking shops. Hence, the Office ought to study the technical problem of how best to apply the resolutions to the practical realities of industrial life in the various countries. He thought, nevertheless, that the work done by the Industrial Committees was a matter for congratulation and that this new branch of its activities would enable the International Labour Organisation to come closer to the realities of social conditions.

Sir Joseph Hallsworth said that there seemed to be general agreement as to the value of the Industrial Committees, but he thought that the general discussion should now be closed so far as the present session was concerned. He suggested that the Office should prepare for the Governing Body a summary of the work of the Committees, including that of the Petroleum Committee, and that at the next session of the Governing Body a whole day should be devoted to the general review for which several speakers had asked. The Office’s report should take account of the remarks made in the course of the general discussion in the Governing Body, and should also deal with the future programme of the Industrial Committees. While the Workers’ group did not agree with some of the remarks made, he did not propose to make any comment on them at present but reserved the right to do so at the next session.

The Chairman also thought that it was time for the general debate to be brought to a close. The Governing Body had not yet touched on the specific points raised in the documents laid before it. He hoped that an immediate decision could be taken on the motion made by Sir Joseph Hallsworth, which also met the points raised by some of the previous speakers. All the members of the Governing Body were agreed that the Industrial Committees were the most important development which the International Labour Organisation had undertaken. It was therefore a matter to which the Governing Body should give its sustained attention. In these circumstances, and having regard to the report made by Mr. Rens and to the observations made by the different speakers, it was proposed that the Governing Body should ask the Office to prepare a detailed paper on the matter for the next session of the Governing Body, on the understanding that at least one full day would be set aside for its discussion. If the Governing Body accepted this proposal, the discussion of all the various matters raised could be postponed until the June session and the general review which many members had requested could be made on the basis of the full report to be submitted by the Office.

There was just one point to which separate reference must be made, namely the suggestion made by Mr. Godart that the next meeting of the Building, Civil Engineering and Public Works Committee should be held at the same time and place as the Housing and Town Planning Conference proposed by the Social Commission of the Economic and Social Council. The Council itself had not yet taken a decision on the suggestion, so that no decision could be taken by the Governing Body at present. Moreover, as the proposed Conference would probably not take place until early
in 1948, the Governing Body would have plenty of time to consider Mr. Godart’s suggestion.

*The Governing Body instructed the Office to lay before it, at its 102nd Session, a detailed report on the past and future work of the Industrial Committees, with a view to enabling the Governing Body to undertake a general review of the working of the Committees. It was agreed that at least one full day would be set aside for the discussion of this report.*

The sitting closed at 6 p.m.

Guildhaume MYRDDIN-EVANS.
MINUTES OF THE FOURTH SITTING

(Friday, 7 March 1947—10.10 a.m.)

The Governing Body was composed as follows: Sir Guildhaume Myrddin-Evans (Chairman), Mr. Altmann, Mr. Amado, Mr. Björck, Mr. Brooke, Mr. Burton, Mr. Butler, Mr. Cornil, Mr. Cubillos, Mr. Finet, Mr. Justin Godart, Sir Joseph Hallsworth, Mr. Ibáñez, Mr. Jasinski, Mr. Jouhaux, Mr. Lizzadri, Mr. Mani, Mr. McCord, Miss Miller, Mr. Molenaar, Mr. Nordahl, Mr. Oersted, Radi Bey, Mr. Romo Castro, Mr. Shaw, Miss Stemberg, Mr. Troclet, Mr. Wagner de Reyna, Mr. Waline, Mr. Walker, Mr. Wou, Mr. Yllanes Ramos.

NINTH ITEM ON THE AGENDA

Industrial Committees (continued).

Meeting of the Textiles Committee.

Place of the Next Meeting.

The Chairman said that the Egyptian Government had very kindly invited the Textiles Committee to hold its next session in Cairo.

Radi Bey said that the Egyptian Government would be very pleased if the Governing Body accepted this invitation. Owing to the weather conditions in Egypt, he suggested that the meeting should be held between the months of October and April.

The Governing Body expressed its appreciation to the Egyptian Government and accepted its kind invitation. The precise date of the meeting was left for later decision, having regard to the considerations mentioned by Radi Bey.

Effect to be Given to the Resolutions of the Committee.

The Chairman said that the Office paper mentioned a number of resolutions adopted by the Committee which should be brought to the attention of Governments. It was for the Governing Body to decide whether these resolutions should be officially communicated to Governments.

Mr. Yllanes Ramos said that if the Governing Body so decided, its decision should not be taken as a precedent since it had already been agreed that the form and the effect to be given to the decisions of Industrial Committees should be considered at the next session.

The Chairman explained that the proposal was merely to continue the procedure which had been adopted in relation to the resolutions of all the Industrial Committees so far. This procedure was, of course, subject to review when the Governing Body considered the general question of the working of the Industrial Committees at its 102nd Session.

The Governing Body authorised the Director-General to draw the attention of Governments to the resolutions of the Textiles Committee mentioned in the paper submitted to the Governing Body.

The Chairman said that two of the resolutions adopted by the Textiles Committee suggested action to be taken not only by Governments but by some of the international agencies other than the International Labour Organisation. It was for the Governing Body to decide what effect should be given to these resolutions.

The Governing Body authorised the Director-General to communicate the two resolutions in question to the Economic and Social Council as well as to Governments.
Meeting of the Building, Civil Engineering and Public Works Committee.

The Governing Body decided to examine, when the agenda for the next meeting of the Building, Civil Engineering and Public Works Committee was under consideration, the desire expressed by the Committee that the question of a forty-hour week should be placed on the agenda of its next session.

The Governing Body authorised the Director-General to draw the attention of Governments to the resolutions of the Committee mentioned in the Office note.

The Governing Body took note that the Committee had expressed the hope that the Joint Commission of the International Labour Organisation and the World Health Organisation would devote special attention to the health problems of the construction industries.

The Governing Body authorised the Director-General to communicate to the Economic and Social Council as well as to Governments the views expressed by the Committee in the resolution concerning problems of reconstruction in the construction industries.

Programme of Meetings.

(a) Petroleum Committee.

The Chairman said that this Committee had met in Los Angeles on the invitation of the United States Government from 3 to 12 February 1947. The report of this meeting would be laid before the Governing Body at its 102nd Session.

He was sure that the Governing Body would have heard with great pleasure the tribute paid to the Office by Mr. Shaw in connection with the material prepared for submission to the Petroleum Committee. The Office was often criticised but did not perhaps always receive the praise which was its due; personally, he thought that the International Labour Organisation had the best and most efficient staff of any international organisation in the world.

(b) Coal Mines Committee and Inland Transport Committee.

The Governing Body took note that the Second Session of the Coal Mines Committee would open on 27 April and the Second Session of the Inland Transport Committee on 6 May.

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

The Governing Body took note that, after consultation with the Swedish Government, the Iron and Steel Committee had been convened for 19 August 1947 and the Metal Trades Committee for 3 September 1947.

In reply to a question put by Mr. Waline, Mr. Rens said that the Office was doing its best to see that all the documents for these two Committees reached the members two months before the meetings.

The Governing Body appointed its representatives to the Second Sessions of the Iron and Steel Committee and the Metal Trades Committee as follows:

Iron and Steel Committee:
- Government group: Sweden.
- Employers' group: Sir John Forbes Watson;
  Substitute: Mr. Waline.
- Workers' group: Mr. Bengough;
  Substitute: Mr. Jasinski.

Metal Trades Committee:
- Government group: Poland.
- Employers' group: Mr. Waline;
  Substitute: Sir John Forbes Watson.
- Workers' group: Mr. De Vries;
  Substitute: Mr. Finet.
The Governing Body appointed the Chairmen for these two sessions as follows:

Iron and Steel Committee: Mr. BJÖRCK.
Metal Trades Committee: Mr. ALTMAN.

(d) New Committee for the Chemical Industries.

The Chairman reminded the Governing Body that it had already approved the principle of setting up this new Committee. Proposals concerning the first meeting would be submitted by the Office in due course. The Office note, however, put forward suggestions as to the list of countries to be invited to be represented on the Chemical Industries Committee. It was understood that if the list were adopted other countries could be added later.

Mr. Nordahl suggested that Norway, which had substantial chemical industries and exported chemical products, should be added to the list. He was sure that the Norwegian Government would ask to be allowed to take part in the work of this Committee.

Mr. Cornil pointed out that the term “chemical industries” covered a very wide field. It would be useful to define more closely the industries which would fall within the scope of the Committee.

Mr. Walker thought that the Australian Government would also desire to be associated with the Committee, because of the extensive development of the chemical industries in Australia during the war and in particular of the fertiliser industry.

The Chairman suggested that the list should be approved as it stood; those Governments which were interested, such as the Governments of Norway and Australia, could ask to be represented on the Chemical Industries Committee in due course.

With regard to the question raised by Mr. Cornil, he thought that the scope of the Committee could be defined when the Governing Body dealt with the arrangements for the first meeting.

The Governing Body decided to invite the following countries to be represented on the Chemical Industries Committee, on the understanding that other countries might also be included at a later date: Belgium, Brazil, Canada, China, France, India, Italy, Mexico, Netherlands, Sweden, Switzerland, United Kingdom and United States.

Supplementary Note

Textiles Committee and Building, Civil Engineering and Public Works Committee.

The Chairman pointed out that this note put forward the Office's suggestions as to the agenda of the second sessions of these Committees. The date of the meetings could be fixed later but, in order to allow sufficient time for the proper preparation of the documents for the second sessions of these Committees, the Office suggested that a decision should be taken at once, at least on a provisional basis, regarding the agenda of the meetings.

Sir Joseph Hallsworth, on behalf of the Workers' group, approved the proposed agenda for the Second Session of the Textiles Committee.

Mr. Ylanaes Ramos thought that the procedure of giving provisional approval to the agenda had serious drawbacks and might involve a waste of time if the provisional decisions were later cancelled when the section of the Office concerned had already begun to prepare the documents.

He considered that the second item proposed for the agenda of the Textiles Committee, namely, the changing international distribution of the textile industries, was outside the normal scope of an Industrial Committee. He suggested that this item should be replaced by an item relating to the modernisation of the textile industry, a problem which was very acute in many countries. A great deal of obsolete
machinery existed which ought to be replaced by new plant, and the training of labour for the textile industries was another aspect which needed thorough study. He wished to urge, speaking personally, that the question he had mentioned should be provisionally included in the agenda of the Second Session of the Textiles Committee, instead of the changing international distribution of the textile industries.

Sir Joseph Hallsworth said that the point which Mr. Yllanes Ramos had raised could be dealt with in part (c) of the General Report: “Recent Events and Developments in the Industry”.

He hoped that in the case of the Textiles Committee, as of other Industrial Committees, the Governing Body would see that the questions which had been dealt with at the first meeting were not simply put aside without having been brought to some practical conclusion. He thought that it was especially important that at its next meeting the Textiles Committee should deal first of all with the action taken in the various countries to give effect to the decisions of the first meeting.

The Workers’ group thought that the work involved by the items which it was proposed to place on the agenda provided a sufficiently full programme, and they were in favour of adopting the proposed agenda without adding any new questions.

Mr. Burton said that the Employers’ group was prepared to accept items 1, 3 and 4 of the proposed agenda but had some doubts about item 2, which might well lead the Committee into a discussion of problems falling within the scope of another specialised agency. As only a provisional decision was asked for at this stage, however, he suggested that the Governing Body might provisionally approve items 1, 3 and 4, leaving item 2 for reconsideration at the next session.

The Chairman said that he also had some doubts about item 2, although it was a matter of vital concern to the Organisation. It was obvious that the changing international distribution of the textile industries very substantially affected employment in the different countries and must therefore be a matter of concern to the Textiles Committee. Nevertheless, it must be assumed that the new International Trade Organisation would be concerned with a matter of this sort, and that was why he thought that at the present stage the agenda should be approved on a provisional basis. With regard to items 1, 3 and 4, he thought that the Governing Body could take a firm decision now to include them in the agenda.

With regard to item 2, the Office might communicate some more information to the Governing Body at its 102nd Session.

Mr. Burton said that while he had no objection to items 1, 3 and 4, he would like the agenda to be left open for closer definition, if necessary, of the various items at the 102nd Session.

The Chairman said that in any case it should be understood that the Office would begin to prepare the material for the various items on the agenda.

Mr. Jouhaux thought that the work of the Office ought not to be hindered by failure on the part of the Governing Body to take firm decisions.

The Governing Body provisionally approved the agenda of the Second Session of the Textiles Committee, on the understanding that the Office would lay before the Governing Body at its 102nd Session additional information on item 2 of the provisional agenda. The agenda is in the following terms:

1. General report, dealing particularly with—
   (a) action taken in the various countries in the light of the decisions of the first meeting;
   (b) steps taken by the Office to follow up the studies and enquiries proposed by the Committee; and
   (c) recent events and developments in the industry.
2. The changing international distribution of the textile industries.
3. Employment problems, with special reference to recruitment and training.
4. Industrial relations.

The Governing Body provisionally approved the agenda of the Second Session of the Building, Civil Engineering and Public Works Committee in the following terms:

1. General report, dealing particularly with—
   (a) action taken in the various countries in the light of the decisions of the first meeting;
   (b) steps taken by the Office to follow up the studies and enquiries proposed by the Committee; and
   (c) recent events and developments in the industry.
2. Instability of employment in the construction industry.
3. Recruitment and training for the construction industry.
4. Industrial relations.

Proposed New Committees for the Timber and Woodworking Industries.

The Governing Body decided to consider at its 102nd Session the request made by the International Federation of Building and Woodworkers that new Industrial Committees should be set up for the timber and woodworking industries.

Proposed New Committee for Metal Mining.

Miss Miller suggested, on behalf of the United States Government, that a new Industrial Committee should be set up for metal mining. This would be especially appropriate in view of the international character of the industry, and a general review of conditions of employment and wages might lead to constructive revision of certain existing situations. There was already an Industrial Committee for one of the principal mining industries, namely, coal mining. The experience gained during the war had thrown into relief the international character of other sections of the mining industry, for instance, copper, tin and bauxite.

There were several arguments in favour of the adoption of the United States Government's proposal. In the first place, there were wide variations in wages and conditions of employment in metal mines in different parts of the world; this led to international friction, especially as metals formed an important part of international trade. Secondly, there were great cyclical fluctuations in employment in mining because metals were so widely used in the production of durable goods. Furthermore, metal mining was a hazardous industry with a high risk of accidents and of occupational diseases such as silicosis, and safety provisions for the industry therefore needed careful study with a view to the introduction of appropriate legislation. Finally, metal mining was frequently carried on in isolated communities where there were special problems with regard to living and working conditions and to the development of collective bargaining.

For all these reasons, the United States Government regard this as an important and fruitful field of work for an Industrial Committee.

While it would not press for an immediate discussion on the proposal, the United States Government was anxious that it should receive the promptest and most favourable consideration possible.

The Chairman suggested that the Governing Body might adjourn the consideration of this proposal to its next session, when it would also be considering the proposals for new Committees for the timber and woodworking industries and reviewing the general operation of the Industrial Committees. In the meantime, the Office might be asked to prepare a paper on the question, and Miss Miller's remarks on behalf of the United States Government might be circulated to the members of the Governing Body, in an amplified form if necessary.
Mr. Jouhaux hoped that in preparing the suggested note the Office would have regard to the procedure in certain countries whereby iron mines and coal mines were covered by the same legislation.

Mr. Waline asked whether Miss Miller’s proposals were intended to cover iron mines also. In France the term “metal mines” was usually applied solely to the mining of non-ferrous metals.

The Chairman said that the Governing Body could take a decision as to the scope of the proposed Committee at its next session in the light of suitable documentation.

The Governing Body decided to consider at its 102nd Session the proposal made by the United States Government to set up a new Industrial Committee for metal mining.

Membership of the Metal Trades Committee.

The Chairman said that the Government of the Union of South Africa had requested to be represented on the Metal Trades Committee.

The Governing Body decided to add the Union of South Africa to the list of countries represented on the Metal Trades Committee.

Message from Sir Harold Butler

The Director-General informed the Governing Body that he had received the following telegram from Sir Harold B. Butler, former Director of the International Labour Office:

Congratulations to you and Governing Body on happy return to old home. Best wishes for renewed advance under the stimulus of this auspicious meeting.

The Governing Body would no doubt wish him to send a reply to Sir Harold Butler expressing its appreciation of his message and reciprocating his hope that the Office might continue its progress.

It was agreed that this should be done.

The sitting closed at 11.15 a.m.

Guildhaume MYRDDIN-EVANS.
MINUTES OF THE FIFTH SITTING (PRIVATE)

(Friday, 7 March 1947—11.15 a.m.)

At this sitting, which was held in private, the Governing Body discussed the second item on the agenda (Report of the Staff Questions Committee) and the fourth item on the agenda (Report of the Finance Committee : Report of the Subcommittee on Representation Allowances).

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, 7 March 1947—3.40 p.m.)

At this sitting, which was held in private, the Governing Body discussed the fourth item on the agenda (Report of the Finance Committee: Budget Estimates for 1948).

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 SEVENTH SITTING

(Friday, 7 March 1947—6 p.m.)

The Governing Body was composed as follows: Sir Guildhaume Myrddin-Evans (Chairman), Mr. Altman, Mr. Amado, Mr. Björck, Mr. Brooke, Mr. Burton, Mr. Butler, Mr. Calheiros Lopes, Mr. Cornil, Mr. Cubillos, Mr. Finet, Mr. Fuss, Mr. Justin Godart, Sir Joseph Hallsworth, Mr. Ibáñez, Mr. Jasinski, Mr. Jouhaux, Mr. Lizzadri, Mr. Mani, Mr. McCord, Miss Miller, Mr. Nordahl, Mr. Oersted, Radi Bey, Mr. Shaw, Miss Stemberg, Mr. Wagner de Reyna, Mr. Waline, Mr. Walker, Mr. Wou, Mr. Yllanes Ramos.

Absent: Mr. Romo Castro.

Statement by Mr. Wagner de Reyna

Mr. Wagner de Reyna said that at the previous sitting one of the workers' representatives had referred to information contained in some of the documents laid before the Governing Body which seemed to imply, first, that certain Latin American countries owed arrears of contributions to the Organisation, and secondly, that they paid comparatively small contributions. He was astonished to hear a remark of this kind coming from a member of the Workers' group, because he would have thought that the workers attached more importance to moral and human considerations than to financial considerations. As a result of the difficulties consequent on the war, some of the Latin American countries had not been able to make as great a material contribution to the Organisation as they would have wished. Nevertheless, the fact remained that the moral support which the Latin American countries, and Peru in particular, had given to the Organisation during the war had probably saved the Organisation from suffering the same fate as the League of Nations.

The Chairman said that Mr. Wagner de Reyna's remarks would be recorded in the minutes.

EIGHTH ITEM ON THE AGENDA

Questions Arising out of the 29th Session of the International Labour Conference


The Director-General said that the paper which was before the Governing Body summarised the various points which had been raised either in the report of the Conference Delegation on Constitutional Questions or in the Committee on Constitutional Questions. These points fell into two categories.

The first part of the paper which was before the Governing Body enumerated the questions which might be referred to the Standing Orders Committee, which would afterwards report on any changes in the Standing Orders that it thought would be desirable to give effect to the suggestions made during the discussions on constitutional matters.

The second part of the paper referred to certain considerations which the Delegation on Constitutional Questions and the Committee on Constitutional Questions thought that the Governing Body should bear in mind when taking certain decisions which it was required to take from time to time.

He did not think that there were any such decisions to be taken for the time being, but the Governing Body might wish to ask the Office to bring these considerations to its attention whenever a question to which they would be relevant might come before the Governing Body.

The Governing Body approved the proposals contained in that part of the Office paper
dealing with matters relating to the Standing Orders and similar questions, and decided to refer the various points raised to the Standing Orders Committee for its consideration.

It was agreed that the Office should bring to the attention of the Governing Body, wherever appropriate, the considerations mentioned in that part of the Office note dealing with wider questions of policy.


The Chairman said that the paper submitted to the Governing Body did not call for any immediate decision. It was suggested that this document should be referred to the Standing Orders Committee, but at the present time discussions were still proceeding between the United Nations and the other specialised agencies, including the International Labour Organisation. These discussions had not yet reached a conclusion, and in these circumstances the Governing Body could only take note of the paper. If it should be possible for the Standing Orders Committee to consider the question when it met in June, the Governing Body might authorise it to proceed with its consideration on the basis of the results of the current discussions.

Mr. Oersted suggested that the Governing Body should decide on the date of the next session of the Standing Orders Committee, which would need several days to complete its work.

The Chairman said that it was doubtful whether the Standing Orders Committee could deal with the whole of its agenda at its next session, and that some of the questions would have to be referred to a later session.

The Governing Body took note of the Office's report on the proposed Convention concerning immunities, and authorised the Standing Orders Committee, if necessary, to proceed with the examination of the proposed Convention at its next session, with due regard to any results reached in the discussions in progress between the United Nations and the specialised agencies.

3. Other Questions.

The Director-General said, with reference to the paper before the Governing Body, that Resolutions Nos. III, IV, V, VI, VII and VIII called for no action by the Governing Body.

X. Resolution concerning the Extension of Medical Examination to Young Agricultural Workers.

The Governing Body decided to bear this Resolution in mind when deciding upon the agenda of the next session of the Permanent Agricultural Committee.

XI. Resolution concerning Freedom of Labour.

The Governing Body authorised the Director-General to draw the special attention of the Governments of the States Members enumerated therein to this Resolution.

XII. Resolution placing Certain Questions with regard to Non-Self-Governing Territories on the Agenda of the next General Session of the International Labour Conference.

This Resolution did not require any action on the part of the Governing Body.

XIII. Resolution concerning Action by the Governing Body.

The Director-General said that this Resolution suggested certain action which might be taken by the Governing Body in connection with non-metropolitan territories.

The first part of the Resolution was merely a reaffirmation of the duty of the Office to carry out certain studies which were within its functions.
The Governing Body took note of this part of Resolution No. XIII, as falling within the normal functions of the Office.

The Director-General said that the second part of the Resolution was conditional on the Convention or Conventions on social policy in non-self-governing territories which it was anticipated that the Conference would adopt at its 1947 Session.

The Governing Body adjourned consideration of this part of the Resolution until after the 30th Session of the Conference.

The Director-General said that the third part of the Resolution dealt with certain initiatives which were being taken by the United Nations. It was proposed that this part of the Resolution should be communicated to the Secretary-General of the United Nations for submission to any committee which might be summoned to examine the information transmitted to the Secretary-General under Article 73 (e) of the Charter of the United Nations.

The Governing Body authorised the Director-General to communicate the third part of Resolution No. XIII to the Secretary-General of the United Nations, with the suggestion that it should be brought to the notice of any Committee which might be summoned to examine the information transmitted to the Secretary-General under Article 73 (e) of the Charter of the United Nations in respect of non-self-governing territories.

The Director-General said that the fourth part of the Resolution referred to the possible setting up of a Branch Office in Africa. He thought that consideration of this suggestion might be deferred until after the 30th Session of the Conference, which would be taking decisions on labour conditions in non-metropolitan territories.

The Governing Body decided to defer consideration of the question of setting up a branch office in Africa until the session of the Governing Body in 1948 at which the 1949 budget would be discussed.


The Governing Body decided to defer consideration of this Resolution to a future session when it should have before it a report of the Committee of Experts on Indigenous Labour.

Tenth Item on the Agenda

Relations with Other International Organisations

Mr. Oersted thought that it was not possible to begin a full discussion of this lengthy paper, on which there was much to be said.

The Chairman thought that there was one question which should be dealt with at once, namely, the request by the President of the International Bank for Reconstruction and Development that the Organisation should suggest the names of persons who could represent labour interests on the Advisory Council of the Bank.

Sir Joseph Hallsworth said that the Workers' group had decided to nominate Mr. Jouhaux.

The Chairman asked whether there were any other suggestions. The Bank had asked that, if possible, more than one name should be sent in, although there was only one place to be filled.

Mr. Oersted thought that Mr. Jouhaux was fully qualified to carry out the functions required, but he thought that it was rather irregular for an international organisation which was consulted in this way to appoint only one representative.

The Chairman pointed out that the International Labour Organisation was not asked to appoint a representative, but to submit a panel of names from which a representative of labour interests could be selected.
Mr. Oersted wondered why, if a representative of labour interests was wanted, the Bank did not apply to the trade union organisations rather than to the International Labour Organisation.

The Chairman said that the President of the Bank was bound by the constitution of the Bank, which required it to consult the International Labour Organisation in regard to the appointment of a member representing labour interests.

Sir Joseph Hallsworth pointed out that it was merely a matter of appointing someone who would represent the interests of labour on the Advisory Council of the Bank. There was no one better qualified than Mr. Jouhaux to fulfil this function.

The Chairman said that the qualifications of Mr. Jouhaux were not called into question. Mr. Oersted had simply pointed out that the President of the Bank had suggested that more than one name should be submitted so that the Bank might make a choice. If, however, the Governing Body felt that the qualifications of Mr. Jouhaux were so outstanding that it need not submit more than one name, it was perfectly entitled to do so.

Mr. Yllanes Ramos and Mr. Shaw thought that the representatives of the employers ought not to express an opinion on an appointment of this kind.

The Chairman pointed out that it was the Governing Body and not one particular group that was asked to meet the request of the President of the International Bank.

Mr. Yllanes Ramos said that he would abstain from voting.

The Governing Body decided to suggest the name of Mr. Jouhaux to the International Bank for Reconstruction and Development to represent the interests of labour on the Advisory Council of the Bank.

The sitting closed at 6.42 p.m.

Guildhaume Myrddin-Evans.
MINUTES OF THE EIGHTH SITTING

(Saturday 8 March 1947—10.05 a.m.)

The Governing Body was composed as follows: Sir Guildhaume Myrddin-Evans (Chairman), Mr. Altmann, Mr. Amado, Mr. Björck, Mr. Brooke, Mr. Burton, Mr. Butler, Mr. Calheiros Lopes, Mr. Cornil, Mr. Cuilllos, Mr. Finet, Mr. Justin Godart, Sir Joseph Hallsworth, Mr. Ibáñez, Mr. Jasinski, Mr. Jouhaux, Mr. Lizzadri, Mr. Mani, Mr. McCord, Miss Miller, Mr. Nordahl, Mr. Oersted, Rady Bey, Mr. Romo Castro, Mr. Shaw, Miss Stemberg; Mr. Troclet, Mr. Wagner de Reyna, Mr. Waline, Mr. Walker, Mr. Wou, Mr. Yllanes Ramos.

TENTH ITEM ON THE AGENDA

Relations with Other International Organisations (continued)

Mr. Oersted said that all the members of the Governing Body were greatly interested in collaboration with the United Nations and would like to be able to discuss at length the paper which had been laid before them.

Personally, he would like some more information on certain points. He thought that as a matter of principle the Governing Body should be represented if not on all, at least on the most important of the committees and meetings where the International Labour Office was called upon to take part in the work of the United Nations. In particular, he thought that it was absolutely necessary and natural for the Governing Body to be represented at the meetings of the Economic and Social Council.

The paper laid before the Governing Body referred to consultations which were in progress between the I.L.O. and officials of the United Nations. He would like a little more information about this method of representation and about the intervention of officials of the Office at those meetings.

Mr. Jouhaux noted that the paper submitted to the Governing Body mentioned various activities decided upon by the 1946 General Assembly of the United Nations, in some of which the International Labour Office was invited to collaborate in accordance with the agreements made with the United Nations, and in particular with the Economic and Social Council. It was obvious that the International Labour Office must meet this demand for collaboration fully, but in order to be able to do so effectively the Office must keep itself informed of conditions in countries throughout the world and must collaborate with the Economic and Social Council in a fully responsible manner and not as a mere appendage of that Council.

Among the questions to which reference had been made, there was one which he regarded as vital, namely, the economic reconstruction of the devastated areas. As he had already pointed out in the Finance Committee, the Economic and Social Council had decided to set up an Economic Commission for Europe with the function of drafting co-ordinated plans for the reconstruction of areas devastated by the war. Already in 1946 a subcommittee of the Economic and Social Council had suggested that this Commission should be set up, but the proposal had met with opposition from the U.S.S.R. Since that time, concessions had been made on both sides and a decision had been reached quite recently.

He considered that the International Labour Office must begin at once to collect information on current conditions in the European countries and on the experiments in reconstruction which were being made there. After the war it had seemed as though the European countries, which had suffered such severe losses in raw material, resources, production equipment and labour, would not be able to begin the essential work of reconstruction for a long time. However, Europe had learned the necessary lessons from the misfortunes which it had undergone, and had realised that new ways must be found for carrying out reconstruction and gradually reconquering its productive capacity and its moral influence in the world.

He had listened with great interest to the remarks made by Mr. Waline with
reference to the quality of the work done by the International Labour Office on questions connected with the life and progress of nations. During the early years of its existence, the research work of the Office had undoubtedly been of great importance for the general development of social conditions.

Today the world faced a situation which was even more critical so far as the future was concerned, and which might be compared with that which existed at the end of the 18th century and at the beginning of the 19th, when industrial capitalism had established itself in Europe and the theory of liberal economics was formulated. At that time Europe had shown the world a way of living from which the various nations had drawn great benefits. Today, through the widespread experiments which were in progress in a number of European countries, Europe was again bringing the world a new message concerning the future development of economic civilisation.

This need for renewal was felt by all the European nations. The fact that Great Britain, a country so attached to its traditions, was boldly launched on the path of a social transformation, indicated that a situation had arisen to which public opinion, and still less the International Labour Organisation, could not remain indifferent. It was essential that the Office should study these experiments and spread a knowledge of them throughout the world.

In the course of the discussions which he had had in connection with his missions abroad, and especially in the United States, he had had the opportunity of sounding the depths of ignorance which existed in regard to these European experiments, which in many quarters were judged superficially and perhaps with a deliberate desire to condemn them en bloc. He had often heard the opinion expressed that all these experiments were communistic and therefore to be condemned. This was an oversimplified view, and it was in this connection that the Office ought to fulfil its mission of spreading knowledge and distributing documents.

It was inadmissible that the experiments now being carried out in the European countries should be condemned a priori because of an irrational objection to certain political and economic theories which were often judged without being understood. In his view, Europe was forging a new link in the chain of human development. As this development could not be checked, the experiments which had been begun would continue. Their results could not be judged beforehand, but the fact remained that they were transforming both the external appearance of the countries concerned and the mentality of their inhabitants. No doubt there was in Europe a fifth column which was trying to discredit these experiments, but it would not be any more successful than the fifth column which had attempted to introduce fascism in Europe before the war.

The decisions of the Economic and Social Council of the United Nations had confirmed his opinion that the reconstruction of Europe and of the world was a problem of international solidarity. This solidarity implied far-reaching collaboration within joint agencies by the various nations which must help each other. The new agencies were now being set up and developed. In the case of countries such as France, Poland, Italy, the United Kingdom and other European countries, a system of collaboration has been established in the domain of national economic conditions, social security and relations between industrial associations and the public authorities. These were new principles which, on the basis of new relationships, were giving rise to a form of collaboration which aimed at satisfying the interests of the community and not the interests of individuals.

The point had been made at the Montreal Conference that the workers needed to have a greater sense of their responsibility for productivity. It was this sense of responsibility which was at the bottom of the experiments which were now going on in Europe with a view to the satisfaction of the general interest. Whether it was a question of economic development, social security, or the part which trade unions should play, all these matters ought to be studied by the International Labour Office.

Both in the Governing Body and at the Conference, reference had often been made to works councils and shop stewards. In France, at the present time, works councils did not merely ensure the collaboration of the workers in the general management of the plant; this collaboration went still further, since the Council of State,
the guardian of legality, had ruled that works councils had the right to supervise the 
financial management of the various industries with the help of professional account-
ants. This was clearly a revolutionary innovation, the deeper implications of which 
were unknown to the general public. The point was one of vital importance and 
should be studied by the International Labour Office.

Both at Yalta and at Potsdam the United Nations had stated that Europe must 
be reconstructed and that peace must be based on the democratisation, denazification 
and demilitarisation of Germany, and it was specified that in order to bring this 
about the German trade unions must be given the opportunity of reconstituting 
themselves and of taking part in the Government of a new democratic Germany. 
This did not eliminate the supervision over Germany which the Allies must neces-
ecessarily continue to carry out, but it implied that the new Germany could only develop 
if the responsible trade unions took the place, in the economic management of the 
country, of those who had supported the nazi system and had borne a major share of 
the responsibility for the disaster into which it had led the world.

These were therefore not matters of theoretical opinion, but living facts which 
the International Labour Office must study without prejudice. It was not suggested 
that the criticism of those who did not approve of these experiments should be silenced, 
but such criticism ought to be made sincerely and in the light of a real knowledge 
of the situation. The enquiries which the Office could undertake in this field were 
essential in order to show the resources which were still available in Europe and the 
great contribution it could bring to the world for the restoration of peace and the 
development of human civilisation. If the Office fulfilled this duty of enlightening 
public opinion, it would be in a position to collaborate in a fully responsible manner 
with the other international organisations instead of being merely a tool to be used 
when occasion offered.

The Director-General said that the points raised by Mr. Oersted and Mr. Jouhaux 
were of vital importance and he hoped that it would be possible to discuss them at 
length at the 30th Session of the Conference. He wished at this stage merely to 
comment briefly on some of the specific points raised.

He agreed with Mr. Oersted that the paper which was before the Governing Body 
was not complete, because it described a situation which was constantly changing 
and which was no longer exactly the same as when the paper had been drafted. He 
hoped, however, that the members of the Governing Body would read it with the 
greatest attention and would realise how highly complicated was the international 
machinery which was in process of being set up and how difficult were the questions 
with which it had to deal. He hoped also that the Governing Body would appreciate 
how considerable was the strain thrown upon the Office in its endeavour to follow 
all these international activities.

As Mr. Oersted had pointed out, it was necessary to consider how the Interna-
tional Labour Organisation could be associated with the many and varied 
international activities which were in progress, and in particular how tripartite 
representatives of the International Labour Organisation could play their part. 
As he had already mentioned, the situation was constantly changing; nevertheless 
there was one element which gave the Organisation solid ground on which it could 
pursue its work. The Agreement with the United Nations had been approved by the 
International Labour Conference and by the United Nations Assembly. This Agree-
ment provided that the International Labour Organisation had the right of 
representation and of intervention before the Assembly, the Economic and Social 
Council and the other bodies which the Economic and Social Council might set up. 
The Organisation therefore had the legal basis for presenting its views and being 
associated with the work of the other agencies concerned. It was particularly 
important that this association should be on a tripartite basis in the case of the 
Economic and Social Council. Mr. Oersted had expressed apprehension at the fact 
that some of the questions which had arisen had been dealt with between officials 
of the International Labour Organisation and of the United Nations. That was an 
indispensable preliminary approach. It had produced satisfactory results, but it was
clearly essential that tripartite collaboration by the Organisation should be established at a later stage. It could not be regarded as appropriate that there should be collaboration between representatives of the Secretariat of the United Nations on the one hand, and a tripartite delegation from the Organisation on the other hand. In all intersecretariat discussions, during the present transitional period when the Office was represented at meetings by an Assistant-Director or by members of the staff, those officials had instructions to explain that they could not commit the Governing Body by their acts. Their function was, first, to provide the bodies concerned with information on the past, present and future activities of the Organisation and, secondly, to keep the Director-General, and through him the Governing Body, informed of the discussions which were going on. This system of representation by officials was not a substitute for tripartite representation; moreover, the Governing Body itself might decide, on the basis of the agreement with the United Nations, that there should be tripartite representation. However, during the present transitional period there would be difficulties in establishing such representation, in particular with regard to the date of the meetings. The paper which had been submitted to the Governing Body referred to the setting up of a Co-ordination Committee, which had been established at the request of the Economic and Social Council between the United Nations and the specialised agencies. Shortly before coming to Geneva he had attended the first meeting of that Committee, which consisted of the Secretary-General of the United Nations and the Directors-General of the various specialised agencies. The discussions had been of the most friendly character and there was reason to hope that the Committee would play a most valuable part in organising the collaboration between the specialised agencies and the United Nations.

At the present time the Economic and Social Council was sitting in New York, and it would no doubt have been most desirable that the International Labour Organisation should have been represented at that meeting by a tripartite delegation and that the Director-General should also have been able to attend. However, the session coincided with the meeting of the Governing Body in Geneva, so that it was clear that there were genuine difficulties arising out of the coinciding of the dates of the various meetings. It had been decided, again, that the next meeting of the Economic and Social Council should take place in Geneva early in July and he had been very happy at that decision, which would have made it possible for a tripartite delegation of the Governing Body and also for the Director-General to attend the session. He had recently learned, however, with great regret, that the meeting of the Economic and Social Council and the meetings of the Commissions and Committees of the Council which were to have taken place at the same time were now to be held in New York and not in Geneva. Hence the same difficulty due to the coinciding dates of the meetings would again arise. He hoped that in future this kind of difficulty could be avoided. He had suggested to the Secretary-General of the United Nations, who had willingly accepted the suggestion, that the United Nations should fix the dates and places of the meetings of the Assembly and of the Economic and Social Council definitely and far enough in advance, so that the International Labour Organisation might arrange its timetable in such a way as to allow of effective collaboration.

He had listened with the greatest interest to the remarks made by Mr. Jouhaux and he agreed with the general lines of his argument. At the Montreal Conference he had drawn attention to the desirability, and indeed to the necessity, for the International Labour Organisation to follow with the greatest possible attention all the new economic and social developments which were taking place in Europe at the present time. He endorsed Mr. Jouhaux's view that the International Labour Organisation should be able to collaborate with the Economic and Social Council with a full sense of its own responsibility and not in a subordinate capacity.

When the United Nations Assembly had approved the agreement between the International Labour Organisation and the United Nations, he had given a first practical application to the agreement by asking the President's leave to address the Assembly. In welcoming the decision taken by the Assembly he had defined
it as “a partnership of service”. He was satisfied that on neither side was there any suggestion that the partnership was a matter of subordination. It was fully recognised that the best results would be obtained by working together in a spirit of frank and free collaboration.

Mr. Jouhaux had drawn the special attention of the Governing Body to the importance of the question of reconstruction in Europe, and he had completed the information laid before the Governing Body by referring to the decision recently taken by the Economic and Social Council to set up an economic commission for Europe. This was a decision of the greatest possible importance. Under the agreement with the United Nations, the Organisation was of course entitled to be represented at the meetings of that commission. The representatives of the Organisation would follow its proceedings with the greatest possible care, and it would be for the Governing Body, when it was informed of the progress made in its work, to decide whether at any particular time it wished to send a tripartite delegation to represent it on the commission.

A point which Mr. Jouhaux had particularly emphasised was the desirability that the Organisation should follow closely the economic and social developments in Europe and should see that unbiased information on these developments was made available to all the Members of the Organisation. He fully agreed with Mr. Jouhaux on this point. While the Office might be able to do still more in this respect in the future, it had probably already done more than was commonly known. The question had by no means been neglected, since he himself had first referred to it at the Paris Conference in reply to remarks made by Mr. Jouhaux. There were two ways in which information could be given to the public as to the progress of social and economic developments: it could be given from day to day as particular decisions were taken, or a fuller study could be attempted which would give the reader a better picture of world developments by co-ordinating the various items of information and presenting them in a proper perspective. For the past two years the Office had been using both these methods. In 1945 and 1946 it had published in Industrial and Labour Information 285 notes summarising the legislative and other action taken in the economic and social field in European countries. A certain number of important articles had also been published in the International Labour Review. Several new articles were now in the press and would appear very shortly, dealing with manpower problems in European reconstruction, the Czechoslovak two-year plan, Swedish demographic policy, social insurance in the Soviet Union, industrial relations in Hungary, the five-year plan in Poland and the reform of social insurance in Poland. That was perhaps not enough, but it represented a substantial effort in the time which the Office had had at its disposal.

It was certainly desirable that wider and fuller studies should be made, and at the present time the Office was in process of sending out missions to study the development of these questions in France, Czechoslovakia, Poland and Italy. Those missions could have been sent earlier if the Governments concerned had not themselves taken the view that by postponing their visit for a few weeks or a few months the officials in question might be able to get a fuller picture of the developments. He assured Mr. Jouhaux and the Governing Body that he was in full agreement as to the importance of following as fully as was possible with the resources at the Office’s disposal the important social and economic developments which were taking place.

He was convinced that all the members of the Governing Body would be in agreement with the references which Mr. Jouhaux had made to the spiritual and intellectual contribution which Europe had made to the world throughout the centuries. It was true that Europe had suffered vast material destruction, but it was also true today, as in the past, that Europe was an essential part of the equilibrium of the world and that until European reconstruction, which was well on the way to achievement, could be completed there was a certain disequilibrium which rendered the problems not only of Europe but of the whole world more difficult to solve.

Mr. Jouhaux had concluded by pointing out that the problems of Europe could
not be considered in isolation. He had put those problems into the framework of that international solidarity which was more necessary for the world at the present time than it had ever been before. It was within the framework of that conception of international solidarity and of that collaboration between nations with different political ideals and different economic and social systems that the International Labour Organisation would endeavour to carry out its task of diffusing information so that, with a fuller understanding between country and country of their mutual social and economic problems, and with a fuller comprehension of the way in which attempts were being made to solve those problems, the world might attain a maximum unity in securing peace, production and prosperity for all.

Mr. Wou said that he had listened to the eloquent speech of Mr. Jouhaux with great pleasure. During the war he had believed, like many others, that the world had only one alternative for its future development: either rigid conservatism, which would maintain social inequalities, or communism with its discipline, which might sometimes be too harsh but which was necessitated by the particular conditions. Since the coming into power of the Labour Party in Great Britain, he had been glad to find that there was a third way, that of socialism based on democracy and freedom. Since then he had come to believe that, in spite of the poverty now prevailing in Europe, Europe would remain the centre of the political, economic and social development of the world. In this connection, the experiments in economic evolution which were taking place in England and France in particular might teach a useful lesson to the rest of the world. He therefore warmly supported the proposal made by Mr. Jouhaux to the effect that the Office should make a study of the experiments now proceeding in Europe so that the rest of the world might reap benefit from them. He was glad to know that the Director-General was in agreement with Mr. Jouhaux on this matter.

Mr. Altman agreed entirely with the very justified and topical suggestions made by Mr. Jouhaux.

At the last two sessions of the International Labour Conference, the Polish delegation had called the attention of the Office to the urgent need of organising enquiries into the economic and social changes in post-war Europe, especially in the Slav countries. He welcomed the progress which had been made in this direction, but he thought that it was essential for the Office to continue its activities in this field with even greater vigour.

He did not propose to enter into a general discussion on the paper submitted by the Office concerning relations with other international organisations, a paper which gave practically a full picture of international activities in the economic and social field. Nevertheless, it was his duty to make a brief statement on behalf of the Polish Government in connection with the International Refugee Organisation.

Having regard to the fact that the Polish Government delegation to the second part of the First Session of the General Assembly of the United Nations had voted against the creation of an International Refugee Organisation and that Poland had refused to take part in the work of that Organisation, he would vote against the Office’s proposal concerning collaboration between the International Labour Organisation and the International Refugee Organisation, and also against the inclusion of the International Refugee Organisation and its Preparatory Commission in the list of organisations invited to be represented at meetings of the International Labour Organisation.

Mr. Oersted thought that the discussion which had taken place in the Governing Body was of the greatest importance, and he had listened to the observations of Mr. Jouhaux in particular with the greatest interest. As the Governing Body had so little time to consider the other items on its agenda, however, he wished to suggest that the discussion should now be closed, on the understanding that it might be reopened at the June session of the Governing Body. Anyone who wished to speak on the subject of international meetings which would take place before the June session might of course be allowed to express his views.
Mr. Amado supported Mr. Oersted's proposal and agreed to forgo his right to speak.

Mr. Godart wished to draw the attention of the Governing Body to the question of the relationship which ought to exist between the Industrial Committees and the Trade and Employment Conference. The desirability of this relationship had already been stressed at the 99th Session of the Governing Body. Since that time, the work done by the Preparatory Commission in London had shown that the United Nations were tending very naturally to devote attention to commercial questions and to leave social and employment problems in the background. In so far as the latter type of problem had been approached, it had been from a very general angle and without any regard to the special structure of individual industries. It was the duty of the International Labour Organisation to provide the Trade and Employment Conference with the means of completing its work by placing at its disposal the work of the Industrial Committees. He therefore suggested that the Director-General should ask that the Trade and Employment Conference should consider breaking down the problems before it into industries and suggest that the Industrial Committees of the International Labour Organisation might be represented on the commissions of the Trade and Employment Conference by delegates from the Governing Body.

The Chairman said that the Director-General would take into account the suggestions made by Mr. Godart and would consider with the responsible authorities of the International Trade Organisation how best to give effect to them. If necessary, the question might be raised again at the 102nd Session.

The Governing Body decided to take up again at its 102nd Session the discussion of relations with other international organisations, on the understanding that adequate time would be allowed for consideration of this item on the agenda.


The Chairman said that the Agreement between the United Nations and the International Labour Organisation contemplated the possibility of agreements being made between the different specialised agencies. As a result of discussions carried on at the secretariat level between the International Labour Organisation and the Food and Agriculture Organisation, a draft agreement had been prepared for submission to the two organisations. The Director-General had submitted this draft to the Chairman, and he had been so much impressed by its simplicity and its flexibility that he had authorised the circulation of the document to the Governing Body for approval at the present session if possible. The agreement would then have to be approved by the F.A.O. Conference. He pointed out that the agreement could be revised at any time and could be denounced by either party on 31 December of any year by notice given to the other party not later than 30 September of that year.

Sir Joseph Hallsworth moved the adoption of the draft agreement.

Mr. Oersted supported the motion.

The Governing Body approved the draft agreement between the International Labour Organisation and the United Nations Food and Agriculture Organisation and requested the Director-General to communicate its approval to the Food and Agriculture Organisation.

FIFTH ITEM ON THE AGENDA

Date, Place and Agenda of the 31st Session of the Conference

The Chairman said that the date proposed for the opening of the 31st Session of the Conference was 17 June 1948.

Miss Miller supported this proposal.

Mr. Oersted asked that the question of date should be reserved until the Govern-
ing Body had decided upon the place at which the 31st Session of the Conference should be held. He thought that if the session were to be convened in Montreal it ought to take place just before or just after the United Nations Assembly, so that the delegates required to attend both meetings would not have to make a double journey.

Miss Miller said that the United States Government was in agreement with the proposal made in the Office paper concerning the place of the next Conference. This proposal carried out the understanding which had been accepted in 1946 in Montreal in regard to the sequence of sessions of the Conference on alternate sides of the Atlantic. As the 30th Session of the Conference was to be held in Geneva, a fact which was generally welcomed, the 31st Session ought normally to be held on the other side of the Atlantic.

The reasons on which the previous year's understanding had been based were still valid. It was of the utmost importance that the work of the International Labour Organisation should be made more widely known in the western hemisphere and that the people of that hemisphere should be made to understand that the Organisation was concerned with the problems of the American continent just as much as with European problems. This work of information would be greatly facilitated if the sessions were held alternately on either side of the Atlantic. Furthermore, this system would also make it much easier for the Organisation to be associated in the work of the other international agencies located in America.

Mr. Veysey said that the United Kingdom Government supported the suggestion made by the representative of the United States Government that the 31st Session of the Conference should be held on the other side of the Atlantic. Miss Miller had referred to the practice followed during the past four years of holding the Conference alternately in Europe and in America. The international character of the Organisation should be maintained by convening sessions of the Conference and other important meetings in the different parts of the world.

By this method public opinion could more easily be kept informed of the work of the Organisation, and the information work of the Office, for which the Governing Body had just approved a special item in the budget, could be developed. The United Kingdom Government therefore thought that the 31st Session of the Conference should be held in the western hemisphere.

Sir Joseph Hallsworth said that he had noted that the preceding speakers had referred to the holding of the 31st Session of the Conference in the western hemisphere without specifically mentioning Montreal.

Miss Miller pointed out that she had stated that she supported the suggestion in the Office paper, namely, that the Conference should be held in Montreal.

Mr. Veysey said that he had not intended to exclude the possibility of considering alternative meeting places in the western hemisphere.

Mr. Oersted said that he appreciated that the question was a very difficult one. He was the first to recognise the absolute necessity for the most intimate collaboration between the Organisation and the United Nations. Having said that, however, he thought that all the members of the Governing Body recognised the value of the facilities which existed in Geneva for the holding of sessions of the Governing Body and of the Conference. That did not mean that the Conference ought always to be held in Geneva. It was probable that sooner or later the question of the seat of the Organisation would have to be settled, and if the seat were near that of the United Nations it would be natural for most of the sessions of the Conference to be held at the new seat of the Organisation. At the moment, however, he thought that it was neither necessary nor desirable to hold the 31st Session of the Conference in the western hemisphere. Generally speaking, he believed that it would be preferable, and especially from the point of view of accessibility for the delegates, that the 31st Session should be held in Geneva. 'It might perhaps sound selfish to say that it was much easier for most of the delegates of the Conference to get to Geneva than it was for them to get to Montreal, for instance; but even for some of the South
American countries it was just as easy to come to Geneva as to Montreal or New York.

If, apart from the personal convenience of delegates, there were reasons of real importance for holding the Conference in the western hemisphere in the interests of the Organisation itself, he would of course agree to such a decision.

With reference to the relationship of the Organisation with the United Nations, he wished to say that while it was essential that collaboration should be as close as possible, there might be differences of opinion as to how this was to be ensured. It was possible that such collaboration could be achieved only if the seat of the Organisation were to be established near that of the United Nations; on the other hand, it was also possible for close collaboration to be established by means of a large liaison office on the other side of the Atlantic.

There had been a number of references to political decisions and to political considerations. If this meant that it was necessary to ensure collaboration with the United Nations, he had no objection to the phrase. Nevertheless, he personally interpreted the word “political” in a different sense, and he thought that the Governing Body should keep as far as possible aloof from such political matters. The Organisation was an international body and must never lose sight of that fact.

So far as Montreal was concerned, he wished to voice the gratitude which the Governing Body felt to the Canadian Government because at a moment of crisis it had helped the International Labour Office to carry on its work and had shown the Organisation the most generous hospitality. A number of meetings of the Organisation had been held in Canada. He had himself attended the 29th Session of the Conference and had very much appreciated the valuable help given to the Organisation by the Canadian Government. Nevertheless, from the standpoint of association with the United Nations, he wondered whether Montreal was the place to hold the Conference, rather than New York or Lake Success. The accommodation for the Conference in Montreal was not perhaps as good as in Geneva but it was more or less satisfactory. In New York there would be great difficulty in regard to hotel accommodation, but perhaps the United States Government could intervene successfully in that respect. In any case, the fact remained that Lake Success was not New York, and the members of the delegation would lose a great deal of time in going backwards and forwards from New York to Lake Success.

He had raised these questions for the consideration of the Governing Body purely in the interests of the Organisation and of the success of its work. If its work could only be effective by holding the Conference in the western hemisphere, then he would agree to such a decision; if not, for all the reasons he had mentioned he hoped that the Governing Body would decide that the 1948 Conference should be held in Geneva.

It was stated in the Office’s paper that it would be for the Governing Body in future to decide where the Conference was to be held. He wished to point out that while a provision to this effect was included among the amendments adopted by the Conference at its 29th Session, the amendments had not yet been ratified by two thirds of the States Members. He recognised, however, that the Governing Body might make a proposal on the subject to the 30th Session of the Conference.

He did not agree with Mr. Veysey that because the Organisation was of an international character sessions of the Conference should necessarily be held in different parts of the world. That would mean that the Conference need not alternate between Geneva and New York or Montreal, but that it might meet in far distant countries, for instance in Asia. It would be very difficult for the Director-General and the staff of the Office to make the preparations for sessions of the Conference held in such distant places and would place a very heavy burden on the finances of the Organisation.

In conclusion, he wished to assure Miss Miller and Mr. Veysey once more that he was speaking solely in the interests of the work of the Organisation and had no personal objection to the Conference meeting in New York or in Montreal if the Governing Body so decided.
Mr. Wou said that from the point of view of distance there was no difference for China between Geneva and Montreal. As the 30th Session of the Conference was to be held in Geneva, he thought that it would be fair for the 31st Session to take place in Montreal. He accordingly supported the proposal of Miss Miller.

Mr. Mani wished to repeat what Sir Samuel Runganadhan had already said before the Finance Committee. His Government did not wish to make any statement on the suggestion that the International Labour Conference should be held alternately on either side of the Atlantic, but the Government of India felt that for the year 1948 it would be preferable for the Conference to be held in Geneva, since this would result in an economy of time and money. The extra expense anticipated for holding the Conference in Montreal was estimated at 100,000 Swiss francs. Moreover, at a time when there was a heavy call on Government departments in respect of post-war reconstruction schemes and the exercise of various forms of control, the Government of India thought that if the Conference were to be held in Geneva the Ministers and senior officials concerned would spend less time in travelling and would thus be able to devote more time to the urgent problems that faced them at home.

The Government of India fully appreciated American sentiment on the question of the place of the 31st Session of the Conference. Nevertheless, having regard to the fact that a regional conference of American States Members of the Organisation was to meet in an American country in 1948, he thought that the arguments put forward by Miss Miller would largely be met and that the 31st Session of the Conference might very well be held in Geneva. He accordingly wished to move that the 31st Session of the Conference should be held in Geneva.

Mr. Ibañez recalled the fact that for the first twenty years of its existence the International Labour Organisation had had its seat and had held the sessions of its Conference at Geneva, which was also the seat of the League of Nations. Europe had therefore been the focus of the Organisation's activities. At the beginning of the war, however, a regional conference of American States Members of the Organisation, held in Havana in 1939, had adopted a resolution inviting the Organisation to hold the next general session of the International Labour Conference in an American country if the state of war continued. Subsequently, the International Labour Office had been transferred to an American country so that it might be better able to pursue its work. For several years the working centre of the Organisation had been in Canada and, with the exception of the Paris Session, the International Labour Conference had held all its sessions on the American continent. During that period the Organisation had greatly expanded the scope of its activities.

The United Nations had decided for historical and political reasons to establish its headquarters near New York. It had often been argued in the Governing Body that the International Labour Organisation must be closely associated with the work of the United Nations, and it was doubtless for that reason that an understanding had been reached in 1946 with regard to the alternation of the sessions of the Conference on one side of the Atlantic and on the other.

The question of the place of the 31st Session of the Conference had been discussed in the Workers' group, but it had not been possible to come to a unanimous decision in favour of Geneva. If a vote were taken, whatever decision was taken by his group, he personally would feel obliged as a national of one of the eighteen American countries which were Members of the Organisation to vote in favour of the proposal to convene the 31st Session of the Conference in Montreal.

Mr. Amado said that the representatives of the Governments of Chile, Mexico, Peru and Brazil supported Miss Miller's proposal that the 31st Session of the Conference should be held in Montreal. The representatives of these countries were very glad that the 30th Session was to be held in Geneva, the city in which the Organisation had struck its roots and had grown up. They would be equally glad to go back to Montreal, where the Organisation had been able to preserve its existence and to gather new strength, and they were bound to support the proposal made by Miss Miller.
Mr. Fuss said that it was a matter of urgency to fix the date of the 31st Session of the Conference and it was no less urgent to settle the agenda. On the other hand, it was not in his view necessary to decide immediately on the place at which that session of the Conference should be held. The Belgian Government hoped that the Governing Body might be given a little time to reflect on the matter. New circumstances might arise before the month of June, and the Governing Body might be in a better position at its 102nd Session to take a decision in full knowledge of the facts.

In proposing that the 31st Session of the Conference should be held in Montreal, Miss Miller had raised the principle of the alternation of sessions of the Conference on either side of the Atlantic. This question, however, on which the Governing Body ought not to take a hasty decision, was not on the agenda, which mentioned only the place of the 1948 Conference. While the Organisation still had its official seat in Geneva and a working centre in Montreal, the alternation of meetings would no doubt be quite normal, but it could not be decided that this procedure should be continued indefinitely.

When the seat of the Organisation had been definitely settled, it would no doubt be desirable for reasons of economy that the sessions of the Conference should normally be held at the seat of the Organisation, wherever that might be.

In order to maintain constant contact between the International Labour Organisation and the largest possible number of States Members, the Governing Body should revert to its former practice of holding one of its sessions each year in a different country. The alternation should not be limited to the two sides of the Atlantic, but meetings should also be arranged in other parts of the world.

He therefore suggested that the Governing Body should adjourn until its 102nd Session its decision concerning the place of the 31st Session of the Conference. If this proposal were not accepted, he would urge that in any case no decision should be taken at once on the principle of alternation, and that the Governing Body should confine itself to settling the place of the 1948 Conference without prejudice to the future.

Mr. Walker said that the Australian Government relied on the Governing Body to take the decision which was in the best interests of the Organisation, but desired to indicate its own preference that the 31st Session of the Conference should be held at the headquarters of the United Nations.

Mr. Godart said that as a French citizen he would be happy to see the 31st Session of the Conference held in Canada, a country which had rendered such great services to the International Labour Organisation by making it possible for it to continue its work. He thought, however, that the proposal for the adjournment of the decision made by Mr. Fuss was a very timely one, since it did not prejudice any decision which the Governing Body might take at its 102nd Session.

He pointed out that the Economic and Social Council, a meeting of which had been planned to take place in 1947 in Geneva, had just decided to hold its next session in New York. It would be desirable to wait for that session of the Economic and Social Council to decide on the place in which its 1948 meeting would be held, since this would be an important factor in determining the meeting place of the International Labour Conference in 1948.

On behalf of the French Government, he therefore supported Mr. Fuss's motion for the adjournment of the decision.

Mr. Altman also supported the proposal to postpone the decision for the reasons put forward by Mr. Fuss and Mr. Godart.

Sir Joseph Hallsworth said that if the question were put to the vote, the Workers' group, in view of the discussions it had already held, would point out the practical advantages of holding the 31st Session of the Conference in Geneva. Nevertheless, the Workers' members were realistic and sought the best interests of the Organisation. They certainly believed that Geneva, with the splendid building of the International Labour Office and the magnificent Conference Hall, and with its most efficient material organisation, was an ideal setting for the work of the Conference, but regard must also be had to the need for close association with the United Nations. It might
be wondered whether New York would be able to house a Conference. He remembered the Conference which had taken place in 1941 and which had been on a smaller scale, and he could not agree that New York was suitable for the holding of an International Labour Conference, because of its overcrowded conditions. If the question were put to the vote, the Workers' group would vote for Geneva, because they thought that that would be best for the Organisation. However, he supported the proposal made by Mr. Fuss which he thought would overcome certain difficulties for the Organisation.

*M. Oersted* thought that it would be unfortunate if the Governing Body had to take a vote on the question. For the reasons put forward by Mr. Fuss and Mr. Godart in particular, he supported the proposal to adjourn the decision until the 102nd Session. He requested the Director-General, however, to communicate to the Governing Body some information as to the facilities which would be available in the various places proposed and as to the possibilities of holding a session of the Conference in the United States, in particular with regard to accommodation for the delegates. A full picture of the position should be available so that a decision might be taken in full knowledge of the facts.

*The Chairman* said that the proposal before the Governing Body was that the 31st Session of the Conference should be held in Montreal. Mr. Fuss had made the further proposal that the decision should be adjourned until the 102nd Session of the Governing Body and this proposal had been supported by several members. It was for the Governing Body to decide whether the matter should be adjourned, but he wished to point out that decisions of such an urgent character should not be postponed indefinitely. The decision to hold the 30th Session of the Conference in Geneva had been taken in May 1946 and it was only at about Christmas that the United Nations had stated that they were prepared to make the Palais des Nations available for the International Labour Conference. He did not think that it was necessary to wait to find out where the Economic and Social Council would hold its meeting in the summer of 1948 before taking a decision, and it was probable that the place would not be fixed for some time yet. In order to give the members of the Governing Body time for reflection, he suggested that a decision should be postponed until the next sitting.

The sitting closed at 1.10 p.m.  

*Guildhaume Myrddin-Evans.*
MINUTES OF THE NINTH SITTING

(Saturday, 8 March 1947—3.10 p.m.)

The Governing Body was composed as follows: Sir Guildhaume MYRDDIN-EVANS (Chairman), Mr. ALTMAN, Mr. AMADO, Mr. BJÖRCK, Mr. BROOKE, Mr. BURTON, Mr. BUTLER, Mr. CALHEIROS LOPES, Mr. CORNIL, Mr. CUBILLOS, Mr. DE VRIES, Mr. Fuss, Mr. JUSTIN GODART, Sir Joseph HALLSWORTH, Mr. IbÁNEz, Mr. JASINSKI, Mr. JOUHAUX, Mr. LIZZARDI, Mr. MANI, Mr. MCORD, Miss MILLER, Mr. MOLENAAR, Mr. NORDAHL, Mr. OERSTED, RADI BEY, Mr. SHAW, Miss STEMBERG, Mr. Wagner de REYNA, Mr. WALINE, Mr. WALKER, Mr. Wou.

Absent: Mr. ROMO CASTRO.

FIFTH ITEM ON THE AGENDA

Date, Place and Agenda of the 31st Session of the Conference (continued)

The Chairman said that he thought that it was the general view of the Governing Body that the question of the place of the 31st Session of the Conference should be adjourned until the 102nd Session. It was desirable to avoid taking a vote, which would clearly be a very narrow one, at the present sitting. Although there were strong reasons against postponing a decision, account must be taken of the fact that it might be easier to reach agreement in June.

Although the Governing Body might agree that the Conference should meet early in summer in accordance with the pre-war practice, he thought nevertheless that the questions of date and place were closely connected and therefore that the fixing of the date of the 31st Session should also be postponed until the 102nd Session of the Governing Body.

On the other hand, the agenda of the session must be determined at once so that the Office might begin the preparation of the necessary material without delay. The agenda would include certain fixed items: first, the Report of the Director-General; secondly, financial and budgetary questions; thirdly, reports on the application of Conventions; and, lastly, the organisation of employment services, which might be expected to come up for second discussion in 1948 after the first discussion to be held at the 30th Session.

The Office paper contained proposals concerning two further questions: vocational guidance, on which it was suggested that there should be a first discussion in 1948 and a second discussion in 1949; and the question of wages, on which it was suggested that the discussion should be divided into three parts, namely, a general report to be the subject of preliminary discussion, the question of fair wages clauses in public contracts, for first discussion, and the question of the protection of wages, also for first discussion. It was for the Governing Body to decide whether either or both of these items should be added to the agenda.

Mr. WALINE pointed out that the phrasing which the Office proposed for the item concerning reports on the application of Conventions would apply solely to reports presented under Article 22 of the Constitution. At the 29th Session, however, the Conference had adopted certain amendments to the Constitution, and in particular had inserted in paragraph 5 of Article 19 of the Constitution provisions under which Governments which had not ratified certain Conventions might be invited by the Governing Body to explain the reasons for their delay or failure to ratify. It was also provided, under Article 23 of the amended Constitution, that the annual Conference should have before it, together with the traditional reports submitted under Article 22, new reports on cases of non-ratification. While the amendments to the Constitution had not yet been ratified, it might be assumed that they would be ratified before
the 1948 Session of the Conference and that the Governing Body would by that time have asked the Governments concerned to explain the reasons why they had not ratified certain Conventions.

If both these conditions were fulfilled, the item placed on the agenda ought clearly to cover not only reports on the application of Conventions but also reports on the reasons for which certain Conventions had not been ratified.

*The Director-General,* in reply to Mr. Waline, said that as soon as there was either a legal basis or a basis of information for this new form of supervision over the application of Conventions he would not fail to make the necessary proposals to the Governing Body.

*Miss Miller* recalled that in 1946 the Governing Body had considered placing the question of vocational guidance on the agenda of the Conference and that this proposal had been supported by several members. She did not think that its members would have changed their minds on the subject, and if only one further item was to be placed on the agenda the question of vocational guidance ought in her view to have priority.

Personally she would be very sorry if the Conference could not also hold a first discussion on the question of wages at the 1948 Session. This was a type of question which lent itself to the adoption of formal decisions, and it was of great importance for those sectors of industry in which safeguards for wages had not yet been adopted. She thought that such a general discussion was of the utmost urgency at a time when the industrial picture was constantly shifting. Moreover, these problems were closely linked with the problems of employment policy.

There was one point which was perhaps implicit in the item concerning wages as formulated by the Office but which she would like to see expressly included in the agenda, namely, the adjustment of wartime wage levels or wage policies to the circumstances of the post-war period. As a result of post-war changes in the character of production, there appeared to be a recrudescence of industrial home work at sweating rates. This was very disturbing to countries which had attempted to establish standards which would prevent the evils of wage competition that unregulated industrial home work had always carried with it. The review which the Office had begun to make of controls in Europe and the United States showed that in various ways it was possible to take measures at least to alleviate that wage competition. She emphasised the fact that both the preliminary Office enquiry and first-hand evidence collected in the United States indicated a great potential extension of the exploitation which arose out of this wage competition in areas where communication was difficult, such as the Far East, certain parts of South America and the backward areas of Europe. At the present time when air freight transport was so easy, the products of many of the old industries, such as glovemaking, needlework and the sewing trades, could be moved about more rapidly than ever before for the purpose of exploiting an unprotected wage market. Although the facts were not all known and the solution had not been found, it was clear that this was a peculiarly international form of wage competition, and it seemed appropriate to begin to consider the problem at a time when some of the old controls still held rather than to wait for them to be broken down.

*Mr. Shaw* thought that both the items proposed by the Office were ripe for consideration by the Conference. He thought, however, that there was one question which should be considered very carefully, and to which special attention had indeed already been paid by the Petroleum Committee at Los Angeles, namely, the dangers involved in the collection of international statistics of wages. The structure of wages varied from country to country. In the United States, for instance, practically everything was included in the base rate, which was paid on an hourly basis. In the Latin American countries, where wages were usually paid on a monthly basis, they frequently included various other allowances such as housing, electric lighting, drinking water, medical and hospital attention, schooling for the children, profit sharing and bonuses at the end of the week or year. An employers' representative
from Venezuela had stated that these various benefits represented 75 per cent. of the payroll. The figure cited unofficially for Colombia was even higher. In these circumstances, it was very difficult to compare wages. In the first place, it was not a question of wage differentials but of the buying power of the wages; and secondly, there was the problem of what exchange rate should be used for the computation. At the present time, he thought that it was inappropriate to try to collect information which would be open to different interpretations.

There were other questions, such as methods of establishing minimum rates, differential rates and so forth, which were international problems and which needed careful study, whereas wage structure itself was essentially a problem of the individual country and did not lend itself to international comparison. He therefore thought that it would be a great mistake to try to collect information in this field.

Mr. Burton thought that both the questions suggested by the Office were eminently suitable for discussion at the Conference. With regard to the fair wages clause and the protection of wages, he fully agreed with what Miss Miller had said. With regard to international statistics of wages, he thought that Mr. Shaw's criticism was perfectly justified. In 1946 the Ministry of Labour of Great Britain had produced a report nearly 150 pages long which summarised the current position with regard to wages in some of the country's most important industries. This report was not comprehensive and did not cover certain elements in wages, but it did indicate the complexity of the question.

If there was to be a general discussion on wages, it should start with essentials. In his view the question should be considered first of all from the standpoint of methods of wage payment, i.e., the basis on which wages were fixed. In that connection, he recalled that the Conference Delegation on Constitutional Questions had drawn attention to the importance of productivity and of encouraging increased productivity. In the report which the Office would have to prepare for the Conference, he would like to see special emphasis placed on the methods by which incentives could be provided through wages. This was a most important factor in many countries at the present time and one to which the Office should give special attention.

With regard to vocational guidance, this appeared to be an eminently suitable question for consideration by the Conference. He wished to observe, however, that there was a certain amount of scepticism as to the value in all cases of the psycho-technical tests used in vocational guidance. He thought that these tests were only of limited application in relation to certain particular types of jobs, and he would not wish to see any suggestion put forward by the Governing Body which would imply that such tests were anything more than of specialised and local application.

Sir Joseph Hailsworth said that the Workers' group, after carefully considering the Office paper, was in favour of the agenda suggested for the 31st Session of the Conference. He wished, however, to focus attention on one particular aspect of vocational guidance. He wished to observe, however, that there was a certain amount of scepticism as to the value in all cases of the psycho-technical tests used in vocational guidance. He thought that these tests were only limited application in relation to certain particular types of jobs, and he would not wish to see any suggestion put forward by the Governing Body which would imply that such tests were anything more than of specialised and local application.

With reference to the question of wages, or rather of salaries and wages, new customs and to some extent new legislation had arisen during and since the war, and it was right that the whole question of wage payment should be carefully considered. The subject was a very wide one and ought to be restudied in the light of modern developments. It was because these were practical matters which could usefully be studied by the International Labour Organisation that the Workers' group favoured placing them on the agenda of the 1948 Conference.
Mr. Butler endorsed the remarks of Sir Joseph Hallsworth. He drew attention to a passage in the Office note to the effect that there was no single group of problems of greater interest to workers throughout the world than those connected with wages policy. That opinion was entirely justified. The workers were realistic: if the Organisation confined its attention to abstract questions and did not take up fundamental problems it would run the risk of losing the support of those for whom it had been established.

The definition of wages given by Mr. Shaw appeared to him extremely narrow. In the opinion of the workers, the term "wages" covered the whole remuneration of the workers, or, in economic terms, the percentage of costs of production represented by the remuneration of the workers in all its forms. Referring to Mr. Burton's remark on the subject of productivity, he pointed out that, so far as the workers were concerned, civilisation depended upon an increase of productivity. The purpose of such an increase should not be merely to enable the various classes of the population to have a share of the necessities of life but also to have a share of the so-called luxuries. Because of the complexity of the whole problem of wages it was most desirable that it should be placed on the agenda of the 31st Session of the Conference.

The Chairman noted that the members of the Governing Body agreed in recommending the inclusion in the agenda of the 1948 Session of the Conference of the two new questions suggested by the Office.

He was particularly glad that the question of vocational guidance had been unanimously accepted for inclusion in the agenda. This must be specially gratifying to Miss Miller, who, in 1946, had pressed for the discussion of the question at the 1947 Session.

In the report to be prepared by the Office account would be taken of the points raised by the various speakers. He thought that the remarks of Mr. Shaw should be brought to the attention of the International Conference of Labour Statisticians, due to meet at Montreal in August, as the point at issue concerned the preparation of accurate statistics.

The Director-General said that the Governing Body had already decided on several occasions that the examination of the reports on the application of Conventions should constitute a separate item on the agenda for the purpose of the appointment of advisers. He presumed that the same would apply in the present instance.

The Governing Body decided that the agenda of the 31st Session of the International Labour Conference should be as follows:

2. Financial and Budgetary Questions.
3. Reports on the Application of Conventions.
5. Vocational Guidance (First discussion).
6. Wages:
   (a) General Report (Preliminary discussion).
   (b) Fair Wages Clauses in Public Contracts (First discussion).
   (c) Protection of Wages (First discussion).

It was agreed that Item 3, Reports on the Application of Conventions, would form a separate item on the agenda for the purposes of appointment of advisers; it was further noted that the 30th Session of the Conference would probably place Item 4 on the agenda of the 31st Session for second discussion in accordance with Article 16 of the Constitution.
SEVENTH ITEM ON THE AGENDA

Regional Meeting for the Near and Middle East

The Director-General said that he had not yet received replies from Iran and Lebanon to the telegram sent to them. The final decision as to the calling of the regional meeting could quite well be postponed till the 102nd Session.

Radi Bey said that the Egyptian Government, having been informed of the financial arrangements made in connection with other regional conferences, had decided to follow the example of the other Governments concerned and to pay half the expenses of the regional meeting.

The Chairman was sure that the members of the Governing Body had heard Radi Bey's statement with great pleasure and would wish him to express to his Government the Governing Body's gratitude for this generous gesture.

It was decided accordingly.

Sir Joseph Hallsworth asked for definite information as to the date of the proposed meeting.

The Chairman replied that the exact date would be fixed as soon as possible, but that it depended upon a number of factors. It would be desirable that the meeting should take place soon after the New Delhi Conference, so that the staff sent to New Delhi could break their journey at Cairo on the way back.

Mr. Mani said that the Government of India had instructed him to place before the Governing Body a request for representation at the Regional Meeting for the Near and Middle East. In view of India's geographical position and her interest in the economy of the Middle East, which had been greatly strengthened as a result of her position as supplier to that region during the war, the Government of India considered that it would be advantageous both to India and to the countries of the Middle East if India were to participate in the discussions of the Regional Meeting. If for any reason this were not feasible, the Government of India would desire at least to send observers in the same way as, for example, the United States had been invited to send observers to the New Delhi Conference.

The Chairman said that the question of participation in the Cairo Regional Meeting, whether in the form of official delegations or in the form of observers, affected a number of countries and discussions were proceeding at the moment. For a meeting of that kind the arrangements were always made in consultation with the States immediately affected, and in particular with the host State.

He thought that the appropriate action would be to take account of the request made by Mr. Mani in the consultations which were going on, and to report to the Governing Body at its next session.

The Governing Body approved the calling of the Regional Meeting for the Near and Middle East, to be held at Cairo towards the end of November or the beginning of December 1947. It was agreed that the Governing Body would decide definitely at its 102nd Session the exact date of the meeting.

The agenda of the Meeting was fixed as follows:

1. Conditions of life and work of the agricultural worker (it would be understood that the term "agricultural worker" includes all wage-earning, self-employed and semi-independent persons engaged in agriculture).
2. Protection of industrial and commercial workers; methods and machinery.
3. Director-General's Report, including in particular chapters on industrialisation and development of national resources, vocational training, industrial relations, relations with the I.L.O. and application of decisions of the International Labour Conference.
ELEVENTH ITEM ON THE AGENDA

Proposed Enquiry into Methods of Collaboration between Public Authorities and Employers' and Workers' Organisations

The Chairman said that the note submitted by the Office contained a plan for the proposed enquiry. If the Governing Body decided that the enquiry should be undertaken on that basis it would be understood that the Governing Body, when fixing the agenda of the 1949 Session of the Conference, would be called upon to consider whether, and if so in what form, this question could be included in the agenda. A decision to begin the enquiry would therefore not commit the Governing Body to the submission of the question to the Conference.

Mr. Oersted considered that the proposal was a very complicated one and required detailed examination. He wished to mention certain points on which different views might exist in the Governing Body. The employers were not in principle absolutely opposed to the application of international labour Conventions by means of collective agreements, but they considered that any such method of application was a very delicate matter which should be thoroughly studied before a decision was taken. He was aware that some of the Conventions adopted at Seattle provided that they might be ratified on the basis of collective agreements. In almost all countries, however, collective agreements were of very limited duration, sometimes one year, sometimes two years, but rarely more than two years, whereas international labour Conventions were generally in force for ten years. This longer period applicable to Conventions could therefore not be ensured on the basis of collective agreements. He considered that the Office should lay a report before the Governing Body which would enable it to appreciate exactly the legal position.

It was proposed that the enquiry should cover methods of voluntary and compulsory conciliation and arbitration. Compulsory arbitration had frequently been opposed by both workers and employers. The workers might possibly not agree with the employers in the present instance since the question was one of State intervention. Admittedly there was no question at present of adopting measures of an obligatory character in this sphere, but the inclusion of the question in the agenda of the 1949 Session was being contemplated. He asked the Director-General whether, in that case, the item placed on the agenda would cover all the questions mentioned in the note of the Office. He wished to draw the Director-General's attention to the danger of preparing any Conventions on compulsory conciliation and arbitration.

Mr. Godart fully supported the proposed enquiry, which was of the greatest interest. He suggested, however, that because of the changed conditions of the post-war period the scope of the enquiry should be widened and should cover the question of the participation of the workers in economic affairs at the national level, at the industry level and at the plant level. He asked also that studies should be made of the question of nationalised or socialised industries. He was confident that the Office would not neglect these new elements in the collaboration of the various factors in production. Thus enlarged, and covering more definitely the various aspects of the rapid change in the relations between the various factors in production, the enquiry would meet the requirements of the times and would show that the International Labour Organisation was following economic and social developments even more closely than hitherto. It was the duty of the Organisation to serve as a guide to these developments by providing information of a nature to stimulate further progress.

Mr. Waline was entirely in agreement with the proposal that the Office should collect as much information as possible on the questions covered by the proposed enquiry, and more particularly on those raised by Mr. Jouhaux and Mr. Godart.
One of the essential aspects of the work of the Organisation was that it permitted the exchange of information and opinions leading to sound conclusions.

He desired to make some remarks on the possibility of a régime of widely applied collective agreements being accepted as equivalent to ratification in due form. This question had been raised at the meeting of the Conference Delegation on Constitutional Questions as a result of statements made at the Copenhagen Preparatory Maritime Conference. The Delegation had found that the question justified detailed legal study by the Office.

He now noted that the Seattle Conference had adopted decisions on this controversial subject. He wondered how far it was possible to have different principles for maritime Conventions and for other Conventions. He felt that it was urgent to take stock of the situation, and he asked that the Office should submit to the Governing Body, at its 102nd Session if possible, a note covering all the legal aspects of the subject and indicating the situation as it resulted from the Seattle Conference.

Mr. Jouhaux accepted the Office’s proposals on condition that the enquiry covered all aspects of the questions mentioned. The plan gave a long list of questions to be studied, but some were omitted. Thus, in certain countries collective agreements had changed their character; in France in particular, at the present moment, they presented special characteristics which should be studied in the course of the proposed enquiry.

After the chief aspects of the various problems had been studied by the Office he would like the Governing Body to have an opportunity of examining the preliminary results of the enquiry and of formulating such suggestions for its continuance as it might judge useful.

He noted the statement in the Office note that the settlement of wages and other conditions of employment by collective agreement or by other similar methods was the main reason for the existence of workers’ organisations. In his opinion this was at most one of the main reasons for the existence of workers’ organisations, but by no means the chief reason.

Mr. Burton wished it to be made quite clear that if it were decided to carry out the enquiry, with or without the addition of new questions, that decision should be without any prejudice whatever to the inclusion in the agenda of the 32nd Session of the Conference of any question or questions arising out of the enquiry.

Sir Joseph Hallsworth pointed out that the conclusion of the Office note was quite clear on this point.

The Director-General said that, as Sir Joseph Hallsworth had pointed out, the decision to be taken by the Governing Body would not in any way commit the Governing Body to include any question or questions in the agenda of the 32nd Session of the Conference.

He admitted that, as Mr. Jouhaux had observed, the passage in the Office note concerning the determination of wages and other conditions of employment had been drafted rather hurriedly and was not very well worded; it should be amended on the lines indicated by Mr. Jouhaux.

The plan of enquiry proposed by the Office was intended to cover the various problems connected with the methods of collaboration between public authorities and industrial organisations. The purpose of the enquiry was to give as complete a picture as possible of the present position, including the new economic and social factors which were a most interesting development. In the part of the plan concerning collaboration at the industry level, the Office note pointed out that in certain countries machinery had been initiated by the State and invested in some cases with wide powers of management and control, e.g., in nationalised industries and public corporations and under other forms of public ownership and control. These words seemed to cover every conceivable form of new economic structure which was in
process of development in Europe or elsewhere. However, he was quite ready to alter the wording if that seemed necessary.

Several speakers had raised the question of the relationship between collective agreements and the ratification of international labour Conventions. In the Office note the term "collective agreement" was of course intended to cover all the new forms of collective agreement which might be negotiated in the circumstances indicated by Mr. Jouhaux. The relationship between collective agreements and the ratification of Conventions had been raised at the Copenhagen Conference and by the Delegation on Constitutional Questions, but the only thorough discussion had taken place at the Seattle Conference, which was a regular constitutional session of the Conference with exactly the same authority as any other International Labour Conference held under the Constitution. In his opinion, the essential problems involved were quite clear and presented no legal difficulty. An international labour Convention might contain any clause whatsoever which the negotiating body might choose to include in it. It was possible to conceive of an international labour Convention imposing negative obligations; on the other hand, a Convention might carry any kind of positive obligation which the Conference desired to insert.

The International Labour Conference, which had legislative authority, had to choose each time a question came before it what kind of obligations it wished to create for the States which would ratify the Conventions it drafted. Those obligations might be quite strict or quite loose. They should not be absolutely strict if it were proposed to use collective agreements as instruments for the application of Conventions, but there was no legal difficulty which would prevent the International Labour Conference, which was the negotiating body, from deciding what degree of obligation it judged to be sufficient and desirable with respect to a particular problem.

He did not think that the Governing Body could enter into a detailed legal discussion of the point at the present stage but he had wished to make clear the fundamental basis on which the decisions of the Seattle Conference were taken. The details of those decisions were, of course, a matter for general discussion.

Mr. Oersted was glad to note that in taking its decision the Governing Body would be in no way committed to the inclusion of any question or questions in the agenda of the Conference.

His remarks on the application of Conventions through collective agreements were not intended to limit in any way the freedom of action of the Conference, but merely to draw attention to the practical difficulties to which the Conference decisions might give rise.

The Chairman said that the Office was prepared to draft the note for which Mr. Waline had asked on the application of Conventions by collective agreements. He hoped, however, that Mr. Waline would not press for the preparation of this note in time for the next session. The decisions of the Seattle Conference had been an experiment and it would be desirable to await the results of that experiment before the question was reconsidered.

Account would be taken of the remarks made by the various speakers.

The Governing Body approved, subject to the observations of the various speakers, the plan for the enquiry into methods of collaboration between public authorities and employers' and workers' organisations submitted by the International Labour Office, on the understanding that when the Governing Body came to consider the agenda of the 1949 Session of the Conference it would decide whether, and if so in what form, this question should be included in the agenda of that session.

It was agreed that the Office would submit to the Governing Body at a subsequent session a note on the application of international labour Conventions by collective agreement.
TWELFTH ITEM ON THE AGENDA

Composition of Committees

Mr. Mani said that, while the Government of India had no objection to the appointment of Baron van Asbeck as a member of this Committee, it considered that it would be necessary to appoint to this Committee someone who was not merely conversant with conditions in dependent territories but was also a native of one of those territories and who would understand the difficulties which the peoples of dependent territories encountered in attaining a higher standard of living. He therefore suggested that, in addition to Baron van Asbeck, the Governing Body should appoint at an early date a native of one of the dependent territories as a member of this Committee.

Mr. Wou supported Mr. Mani's suggestion.

The Chairman said that account would be taken of the remarks of Mr. Mani and of Mr. Wou.

The Governing Body approved the appointment as a member of the Committee of Experts on the Application of Conventions of Frederick Marie Baron van Asbeck (Netherlands), Professor Extraordinary of Comparative Colonial Constitutional Law at the University of Leyden, former Professor of the Law School of Batavia, formerly Secretary of the Government of the Netherlands East Indies, and former member of the Permanent Mandates Commission of the League of Nations.

Subcommittee on Automatic Coupling of Railway Vehicles.

The Chairman said that the Governing Body was now in a position to appoint all the members of this Subcommittee except the French expert, who had not yet been nominated.

The Governing Body approved the following appointments with a view to the reconstitution of the Subcommittee on Automatic Coupling of Railway Vehicles:

Experts nominated by the Government group:

Mr. R. N. Dodge (United States), Car Construction Engineer, United States Interstate Commerce Commission.

A French expert (name not yet submitted).

Experts nominated by the Employers' group:

Mr. Peppercorn (United Kingdom).

Mr. H. W. Coddington (United States), Research and Test Engineer, Norfolk and Western Railway Co., Virginia.

Substitute: Mr. E. Balleman Kystra (Netherlands), Chief Engineer of the Netherlands Railways.

Experts nominated by the Workers' group:

Mr. Ouradou (French).

Mr. Tofahrn (Belgian).

Substitute: Mr. Benstead (United Kingdom).
Advisory Committee on Juvenile Work.

The Governing Body approved the following appointments to the Advisory Committee on Juvenile Work:

Mr. Edouard Eichholzer (Swiss), Director of the Section for the Protection of Workers and Labour Law, Federal Office of Industry, Arts and Crafts, and Labour, Berne.

Miss Ruth A. Hamilton (Canadian), Supervisor, Women's Division, Unemployment Insurance Committee, Ottawa.

Mr. H. C. Hudson (Canadian), Supervisor of Special Placements, Unemployment Insurance Commission, Ottawa.

Miss Beatrice McConnell (United States), Assistant Director of the Division of Labor Standards, in charge of the Child Labor and Youth Employment Branch, U.S. Department of Labor.

Mr. Waldyr Niemeyer (Brazilian), Chief of Section, National Labour Department, Rio de Janeiro.

Mr. H. M. D. Parker (United Kingdom), Juvenile Employment Branch, Ministry of Labour and National Service, London.

Miss Olga Raffalovich (French), Assistant Director, Ministry of Labour and Social Security, Paris.

Dr. José Enrique de Sandoval (Cuban), Chief of the I.L.O. Section, Ministry of Labour, Havana; Member of the National Commission for Social Co-operation; Chairman of the Labour Commission, College of Lawyers.

Mr. W. Steigenega (Netherlands), Director, Ministry of Social Affairs, The Hague.

Mr. Nicos Theodorou (Greek), Chief of the Education and Recreation Section, Ministry of Labour, Athens.

Mr. Léon-Eli Troclet (Belgian), Minister of Labour and Social Welfare, Brussels.

Mr. Michel Wallin (Belgian: substitute member), Assistant to the Minister of Labour and Social Welfare, Brussels.

Mr. Said Darouiche (Egyptian), Director of the Inspectorate, Labour Department, Cairo.

Correspondence Committee on Industrial Hygiene.

The Governing Body approved the following appointments to the Correspondence Committee on Industrial Hygiene:

Dr. Poul 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.

Dr. S. V. Gudjonsson (Danish), Professor of Hygiene and Occupational Hygiene at the University of Aarhus, Denmark.

The Governing Body approved the following appointment to the Silicosis Subcommittee of the Correspondence Committee on Industrial Hygiene:

Dr. S. V. Gudjonsson (Danish), Professor of Hygiene and Occupational Hygiene at the University of Aarhus, Denmark.
Correspondence Committee on Accident Prevention.

The Governing Body approved the following appointments to the Correspondence Committee on Accident Prevention:

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

Dr. André Salmont (French), Professor at the National Conservatorium of Arts and Crafts, Paris.

Correspondence Committee on Women's Work.

The Governing Body approved the following appointments to the Correspondence Committee on Women's Work:

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.

Miss Maria Emilia Tinoco (Brazilian), Chief of the Women and Young Persons' Protection Service, National Labour Department, Rio de Janeiro.

Mr. Waline said that at the beginning of the session he had forwarded to the Director an additional nomination for this Committee, that of Mrs. Nousbaum, of the French Union of Textile Industries, who had attended the Brussels meeting of the Textiles Committee and had acted as vice-chairman of one of its subcommittees. She would replace on the Committee Mrs. Lanvin and Mrs. Coulaud-Minier, who were no longer members.

The Chairman suggested that this nomination should be submitted to the Governing Body at its 102nd Session.

It was decided accordingly.

Committee of Statistical Experts.

The Governing Body approved the following additional appointments to the Committee of Statistical Experts:

Mr. Einar Cohn (Danish), Director of the Department of Statistics, Copenhagen.

Mr. Stanley Lyon (Irish), Director of the Statistics Branch, Department of Industry and Commerce, Dublin.

Mr. Herbert Marshall, O.B.E. (Canadian), Dominion Statistician, Ottawa.

Mr. A. Dufresne (Belgian), Director-General of the National Institute of Statistics, Ministry of Economic Affairs, Brussels.

Mr. F. Fajfr (Czechoslovak), President, Office of Statistics of the Czechoslovak Republic, Prague.

Mr. Arne Skaug (Norwegian), Director, Central Bureau of Statistics, Oslo.

Mr. R. B. Ainsworth (United Kingdom), Director of Statistics, Ministry of Labour, London.

Mr. G. Modeen (Finnish), Chief, Social Research Bureau, Ministry of Social Affairs, Helsinki.

Mr. H. Gordon (Swiss), Chief, Social Statistics Section, Federal Office of Industry, Arts and Crafts and Labour, Berne.
Committee on Social Policy in Dependent Territories.

The Governing Body approved the following appointments to the Committee on Social Policy in Dependent Territories:

Mr. Chen Chang HENG (Chinese), Chairman of the Finance Committee of the Legislative Yuan.

Mr. Benjamin GERIE (United States), Chief of the Dependent Territories Division in the Department of State of the United States (in place of Mr. Bunche, resigned).

Mr. C. W. SLARKE (South Africa), Department of Native Affairs (in place of Mr. Smit, resigned).

Sixth International Conference of Labour Statisticians.

The Governing Body appointed the following to represent it at this Conference:

**Government group:** Miss MILLER (United States).

**Employers' group:** Mr. TAYLOR.

**Workers' group:** Mr. WATT.

**Substitute:** Mr. BENGOUGH.

Preparatory Asiatic Regional Conference.

The Governing Body appointed its representatives at this Conference as follows:

**Government group:** Brazil.

- Substitute: Chile.
- Belgium.
- Canada.

- Substitute: Poland.

**Employers' group:**

- Mr. ERULKAR.
- Mr. VILLANES RAMOS.
- Mr. MOLENAAR.

- Substitute: Mr. PONS.

**Workers' group:**

- Sir Joseph HALLSWORTH.
- Mr. WATT.
- Mr. JOUHAUX.

- Substitutes: Mr. JOSHI.
  - Mr. BUTLER.

Sir Joseph Hallsworth said that if Mr. Jouhaux and himself attended the New Delhi Conference as representatives of the workers of their respective countries, their places would be taken by Mr. Joshi and Mr. Butler.

The Director-General said that he interpreted the decision of the Governing Body to mean that the Office would issue invitations to the titular representatives and would invite the substitutes only in the event of the titular representatives being unable to attend.

In accordance with the usual practice, the Chairman of the Governing Body was, *ex officio*, a representative of the Governing Body at such Conferences.

The Governing Body took note of these statements.

Advisory Committee on Salaried Employees and Intellectual Workers.

Mr. Wagner de Reyna said that he had been instructed by the Governing Body to consult his South American colleagues with a view to completing the membership of this Committee. As a result of these consultations he proposed that Brazil and Peru should be added to the list of countries to be represented on the Committee.

The Governing Body approved the addition of Brazil and Peru to the list of countries.
to be represented on the Advisory Committee on Salaried Employees and Intellectual Workers.

THIRTEENTH ITEM ON THE AGENDA

Ten-Yearly Reports on the Application of Conventions

The Director-General said that the Office intended to resume the preparation of these ten-yearly reports, which had been suspended during the war. In 1939 a new method had been adopted for the preparation of these reports, as a result of which it was possible to submit reports in a much briefer form, facilitating a comparative study of the situation. This method of presentation appeared to have given satisfaction and might be adopted in the future.

In the past, the Governing Body had set up a committee of three members of each group to examine these reports. The Office suggested that this committee might be reconstituted.

The Governing Body decided to reconstitute the Committee on Ten-Yearly Reports on the Application of Conventions and instructed the Office in future to prepare the periodical reports on the lines followed in 1939.

The Governing Body noted that, with a view to the reconstitution of the Committee, the Government group had made the following nominations:

- France.
  - Substitute: Belgium.
- India.
  - Substitute: Australia.
- United States.
  - Substitute: Canada.

As the Employers' group and the Workers' group had not yet made nominations, it was agreed that these should be submitted to the Governing Body at its 102nd Session.

FOURTEENTH ITEM ON THE AGENDA

Report of the Employment Committee

In the absence of the Reporter, Mr. Fuss, Mr. Rens submitted the report of the Employment Committee.

The Committee had taken note of a document submitted to it by the Office on statistics of world employment and unemployment. The document was submitted for information and did not give rise to discussion.

The Committee had then appointed the members of the Subcommittee on Vocational Training in the American countries, the establishment of which had been authorised by the Governing Body at its 98th Session. It had originally been decided that the Subcommittee should consist of nine members. In order to ensure wider representation of the various regions of America, the Committee had decided to constitute the Subcommittee as follows:

**Government group**: Canada.
- Chile.
- Mexico.
- United States.

**Employers' group**: Mr. MacDonnell (Canadian).
- Mr. Zellerbach (United States).
- Mr. Yllanes Ramos (Mexican).
- Mr. Pons (Uruguayan).

**Workers' group**: Mr. Bengough (Canadian).
- Mr. Watt (United States).
- Mr. Lombardo Toledano (Mexican).
- Mr. Ibáñez (Chilean).
There had been a brief discussion on the subject of conditions of employment of workers transferred from one country to another, a problem of particular importance in Europe at the present time, to which Mr. Jouhaux had drawn attention. The Committee had decided to ask the Office to prepare a note on this question for the next session and to place it on the agenda of the next meeting of the Employment Committee.

The Governing Body approved the nominations made by the Employment Committee for the constitution of the Subcommittee on Vocational Training in American Countries.

The Governing Body decided to place the following questions on the agenda of the next session of the Employment Committee:

1. Examination of the methods of regional collaboration proposed by the Mexico Conference in paragraphs 29-32 of the resolution on vocational training;
2. Conditions of employment of workers transferred from one country to another.

Fifteenth Item on the Agenda

Report of the Director-General (continued)

Proposed Reconstitution of the Committee on Recreation.

The Director-General said that the Office proposed the reconstitution of this Committee, which had existed before the war.

If the Governing Body decided that the Committee should be reconstituted, the Office suggested that it should be composed of experts chosen individually for their knowledge and experience of the questions to be considered. The Office would lay before the Governing Body at a future session a suggested list of names of experts for appointment. The Governing Body would be represented at meetings of the Committee by a tripartite delegation. Furthermore, the Office proposed that the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation should be invited to be represented at the meetings of the Committee.

It was suggested that the agenda of the first session of the Committee should include the question of facilities for the leisure time activities of young persons. While a large number of experts would be appointed to the Committee, only a limited number would be convened to any particular meeting which the Governing Body might decide to call.

Mr. Shaw said that the Employers' group felt that, since the Governing Body had reduced the number of committees, this particular committee was one the reconstitution of which might be deferred, particularly as the question of recreation was one for the individuals concerned to decide. It would be preferable to deal with more practical problems, such as that of adult education. At the present time he thought that it was not desirable to reconstitute the Committee on Recreation.

The Director-General pointed out that it was not a question of telling people what they should do with their free time. At the present time the practice of granting holidays with pay was developing throughout the world. The essential object of the Committee which it was proposed to reconstitute was to study the existing facilities for the use of holidays and to make recommendations for their improvement.

Mr. Jouhaux said that in France the organisation of leisure had become a matter of some importance.

The Governing Body decided to reconstitute the Correspondence Committee on Recreation. It was agreed that the Committee should be composed of experts chosen individually for their knowledge and experience of the subjects to be studied, and that the Office should lay before the Governing Body at an early session a suggested list of names of experts for appointment. The Governing Body would be represented at any meetings of the Committee by a tripartite delegation.
The Governing Body authorised the Director-General to invite the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation to be represented at meetings of the Committee.

The Governing Body decided that the agenda of the first meeting of the Recreation Committee should include the question of facilities for the leisure time activities of young persons.

It was agreed that when submitting to the Governing Body a suggested list of appointments to the Committee the Office should also make proposals for the date and place of the first meeting.

Proposed I.L.O. Mission to Study the Problem of Migratory Labour in Central and South Africa.

The Director-General reminded the Governing Body that at its 98th Session it had authorised the Office to accept an invitation from the Government of the Belgian Congo to send a mission to the Congo to study the problem of migratory labour on the spot. The Government of the Union of South Africa had subsequently addressed an official invitation to the Office to the same effect. Furthermore, at the 29th Session of the Conference the representative of the United Kingdom Government on the Dependent Territories Committee had stated that his Government would welcome a visit of the proposed mission to Northern Rhodesia, and that the Government of Southern Rhodesia hoped that that territory might also be visited.

The United Kingdom and South African Government members of the Committee had expressed the hope that the mission might be purely technical in character and might consist of an official of the Office together with one or two members of the Committee on Social Policy in Dependent Territories. It would not be possible for the mission to take place before the 30th Session of the Conference.

The Office therefore suggested that the Governing Body should accept the invitations from the Governments of the United Kingdom and the Union of South Africa, and should authorise the Office to send out after the 30th Session of the Conference a technical mission for the purpose of studying the question of migratory labour in the Belgian Congo, in Northern and Southern Rhodesia and in the Union of South Africa.

If that proposal were accepted, the Office would lay before the Governing Body at its 102nd Session the names of one or two members of the Committee on Social Policy in Dependent Territories to constitute the mission together with an official of the Office.

The invitations received did not indicate what assistance the Governments of those territories were prepared to give the mission. On the occasion of the last Office mission to South Africa, the Government of the Union of South Africa had provided the widest facilities and he hoped that this example would be followed on the present occasion.

Mr. Veysey hoped that the mission would have recourse to the help of experts in the territories concerned, who would be able to act as technical advisers and to assist the members of the mission in their studies.

Mr. De Vries said that South Africa would have liked to see a larger mission sent. In view of the ill-informed reports which were current on conditions of labour in South Africa, it would be desirable for responsible people to become acquainted with the real facts.

He was sure that the Government of the Union of South Africa would offer generous financial aid. The Union of South Africa had many things to show to the members of the mission. They would be welcomed with the greatest cordiality and he emphasised that the mission should be larger than had been proposed.

Mr. Brooke warmly endorsed the invitation extended by the Government of the Union of South Africa. The mission would be given every assistance and every opportunity of fulfilling its purpose successfully.
The Director-General, in reply to the remarks made by Mr. De Vries, said that he would consult the Governments concerned on the question of the enlargement of the mission, which might include some members of the Governing Body as well as the experts. It was particularly important that the mission should be able to call on the assistance of experts in the countries concerned.

The Governing Body accepted the invitations from the Governments of the United Kingdom and the Union of South Africa and authorised the Office to send out, after the 30th Session of the Conference, a technical mission for the purpose of studying the question of migratory labour in the Belgian Congo, in Northern and Southern Rhodesia and in the Union of South Africa. It was agreed that the Director-General should consult the Governments concerned with regard to a possible increase in the size of the mission.

Interpretation of the Decisions of the International Labour Conference.


Publications.

Mr. Godart said that the question of publications was of vital importance for the extension of the influence of the International Labour Office. He had been glad to hear that the process of resuming the Office publications was already well advanced.

He thought that it would be useful to review the present situation in regard to the various publications. Industrial and Labour Information had been incorporated in the International Labour Review, and had consequently been much reduced in size; it was now issued several months late and was therefore of very little value. The International Labour Review appeared only once every two months, and the articles which were published in it often lagged behind current events. He noted that the French edition of the number for June-July 1946 had only reached subscribers at the end of February 1947. The Studies and Reports series had almost ceased to exist, at least in French.

He did not blame the Office for these facts, but if the rate of issue of its publications had been slowed down by circumstances it was now essential to make up for lost time. It was vital that the far-reaching social changes which had already been brought about or were now in progress should be widely known. In France a plan for the modernisation of industry, plant and production was about to be put into effect. Reconstruction schemes were also in progress in other countries. The United Kingdom Government in particular had just published a white paper dealing with industrial problems. It was therefore of urgent importance to Governments, to workers and to employers that information should be made available concerning the progressive application of these schemes.

The same applied to nationalisation policies, the practice of giving production and output bonuses, and the setting up and operation of works committees. The scope of social insurance legislation was being extended more and more in various countries with a view to introducing a complete system of social security. The general shortage of labour required that the problems of emigration and immigration should be closely and continuously followed.

The race between wages and prices was upsetting both public and individual budgets. He reminded the Governing Body of the theory maintained by Albert Thomas that the inflation to which this race gave rise imperilled the success of the whole of social policy, which was based on monetary stability.

On the other hand, it was also most important that information should be available concerning agrarian reforms and the measures recently introduced for the rationalisation of industry and agriculture. On all these matters and on still others which fell within the scope of the International Labour Office, it was essential that the Office should provide a body of information similar to that through the presentation and diffusion of which it had been able in the past to become the world centre for information on social affairs.

On behalf of the French Government he therefore urged that the publications
of the International Labour Office, and in particular Industrial and Labour Information, which should be separated from the International Labour Review, should again be published as punctually and frequently as in the past.

He pointed out that the conclusion of the paragraph in the Director-General's Report relating to publications was reassuring in that it stated that in 1946 receipts from publications were the highest since 1938. The Office should try to increase its prestige as well as its receipts from the sale of publications by promoting their wider distribution, and especially that of Industrial and Labour Information.

Mr. Oersted expressed the hope that the Office might submit to the Governing Body at its next session a note on the methods of giving effect to Mr. Godart's suggestions.

The Director-General said that he would be glad to lay before the next session of the Governing Body the information requested, and that he was grateful to Mr. Godart for drawing attention to a situation which was admittedly unsatisfactory. He thanked Mr. Godart for having pointed out that that situation was the result of circumstances rather than the fault of the Office. In fact, during the past twelve months the Office had published five studies in French. He wished to remind the Governing Body also that between the autumn of 1945 and the autumn of 1946 the Office had had to organise no less than four international conferences, apart from the meetings of the Industrial Committees and of the Governing Body and its Committees. Each of these Conferences had had more documentation before it than was normally submitted to pre-war Conferences, and that documentation had been produced in English, French and Spanish.

Under the terms of the Constitution, one of the functions of the International Labour Office was the collection and distribution of information on all subjects relating to the international adjustment of conditions of industrial life and labour, and in particular the examination of subjects which it was proposed to bring before the Conference with a view to the conclusion of international Conventions. That being the case, and with the limited resources at the disposal of the Office, the Director-General had been obliged to give precedence to Conference publications. It was this factor which largely accounted for the delay and the slowing up in the issue of certain publications, in particular the International Labour Review, which it had been possible to produce only once every two months. This was an exceptional situation, however. In the case of French publications the difficulty had been the lack of French-speaking staff. The recruitment of French-speaking staff had been proceeding actively, however, and at the present time there were a very large number of French nationals on the staff, so that he hoped that the delays would be rapidly overcome.

With regard to Mr. Godart's suggestion that Industrial and Labour Information should be separated from the International Labour Review, there might be some technical difficulties involved, but he hoped that they might be overcome and that Industrial and Labour Information might again be issued as a separate publication in the near future.

The Governing Body took note of the information contained in the passage of the Director-General's Report relating to publications. It was agreed that the Director-General should submit to the Governing Body at its 102nd Session a note on the suggestions made by Mr. Godart.

Public Information Work.

The Chairman said that, in order to give effect to the report of the Finance Committee, the Governing Body had recommended an addition to the 1948 budget of an item of 85,000 Swiss francs for the purpose of developing the Office's public information work. He had no doubt that the Director-General would give the Governing Body an account of the progress made in this development in due course.

Mr. De Vries wished to draw the Director-General's attention to the fact that in South Africa very little information was published, at least in the daily press,
concerning the activities of the International Labour Organisation. With the growth of the United Nations, the International Labour Organisation was becoming even less prominent than before. He noted, further, that new agencies were tending to take the credit for the work of the International Labour Office. He thought that the Office should see that when it had taken the initiative in various schemes it also got the credit for them. If the International Labour Organisation was regarded as a specialised agency by the United Nations, it must also be given credit for the work it did and that work must be given the widest possible publicity. What little was known of the International Labour Organisation in South Africa was probably due to the efforts of individuals, such as Mr. Brooke and himself, who had occasionally written articles or broadcast about the work of the Office. Many people, however, seemed to be under the impression that the International Labour Organisation had ceased to exist when the United Nations had come into being.

He therefore suggested that the Office should have regard to the need for securing the widest possible publicity for its work in the most popular form possible. Publications should be made attractive to the reader. He had the interests of the International Labour Organisation at heart and he wanted the public to be fully informed of its activities.

*The Chairman* thought that the Governing Body would agree with Mr. De Vries as to the necessity of developing the Office's information service, which had been provided by the Finance Committee with the means for further expansion. He had no doubt that the Director-General and the Public Information Section of the Office would give careful consideration to Mr. De Vries' suggestions.

*Meeting of the Joint Maritime Commission in 1947.*

*The Director-General* said that the Joint Maritime Commission had been re-elected at the Seattle Conference. The representatives of both the shipowners and the seamen had suggested that a meeting of the Commission should be held in the course of 1947.

The Office proposed the holding of a session in autumn 1947, the place and exact date of the meeting to be settled by agreement between the shipowners' and seafarers' representatives concerned. The agenda might consist of the items listed in the First Supplementary Report of the Director-General.

*Sir Joseph Hallsworth*, on behalf of the Workers' group, urged that the meeting of the Joint Maritime Commission should be held not later than September 1947.

He had a few points to raise in connection with the constitution of the Commission. All the other occupational committees, in particular the Industrial Committees, were on a tripartite basis. Although no agreement had yet been reached between the shipowners' and seamen's representatives on the Joint Maritime Commission with regard to the possibility of making the Committee into a tripartite agency, he emphasised that neither in the Governing Body nor in the Joint Maritime Commission itself had the Workers' group deviated from their view that the Joint Maritime Commission should be reconstituted on a tripartite basis. He did not ask for a decision on the question at the present session, but the Workers' representatives held the view that whatever decision was ultimately taken, Governments should in any case be represented at the session of the Joint Maritime Commission to be held in autumn 1947. The Commission would have to deal with the question of the ratification and application of the decisions taken at Seattle and that was a question which directly concerned Governments. Furthermore, the Commission would undoubtedly have to consider the relationship between the International Labour Organisation and the proposed Intergovernmental Maritime Consultative Organisation, and for the discussion of this matter, too, the representation of Governments seemed to be essential.

He therefore suggested that the Joint Maritime Commission should be convened to meet not later than September, and that on this particular occasion at least the Governments concerned should be represented in addition to employers and workers.
Mr. Oersted understood that Sir Joseph Hallsworth was not making any definite proposal concerning the composition of the Joint Maritime Commission but that he reserved the right to make such a proposal at a later stage.

It was common knowledge that the seamen and shipowners did not agree on the question of having a tripartite Joint Maritime Commission. The shipowners had informed the Employers' group that they were still of the same opinion. They considered that the Joint Maritime Commission had worked very well for over 25 years on a bipartite basis and they saw no reason to change its constitution. Personally he could not see the necessity for the representation of Governments even at the coming session, which would have to deal with the two matters to which Sir Joseph Hallsworth had referred. In any case, he reminded the Governing Body that it was represented as a whole on the Joint Maritime Commission by its Chairman who was also the Chairman of the Commission.

He was afraid that if the Governing Body decided to give the Joint Maritime Commission a tripartite character, the shipowners would cease to take part in its work.

With regard to the date of the meeting, the shipowners would no doubt take into consideration the desire expressed by Sir Joseph Hallsworth, but the Employers' group could not commit itself on their behalf. With regard to the place of the meeting, he did not think that any difficulty would arise.

Mr. Shaw said that he had been present in the Employers' group at the Seattle Conference when the group had defined its position in regard to the composition of the Joint Maritime Commission. There had been no dissenting opinion on the matter. It was not without alarm that he had heard the suggestion made by Sir Joseph Hallsworth that Governments should be represented at the next session of the Joint Maritime Commission, and particularly that he intended to reopen the question of the tripartite character of the Commission. If Governments were represented at the next session, the shipowners would regard it as a move in the direction of an objective which they could not accept. This would be an act of bad faith towards the shipowners in view of the reservation they had made when the Commission was re-elected.

Mr. Jouhaux thought that the Governing Body had no time to go into this matter at length. When it was possible to hold a full debate on the subject, it would no doubt be pointed out that it was somewhat illogical to object to Governments taking part in the work of the Joint Maritime Commission when in practice they were constantly being called upon to intervene in the shipping industry.

Mr. Veysey wished to raise a few points in connection with items 4 and 5 of the agenda suggested by the Office for the next session of the Joint Maritime Commission. With regard to the Fishermen's Charter, it was suggested that the Commission should take cognisance of the information which the Office had received in reply to the questionnaire sent out to Governments. It was also suggested that the Commission should express an opinion as to the desirability of setting up a small subcommittee of experts in the fishing industry. As the Office note pointed out, however, the members of the Commission were not directly connected with the fishing industry. The Joint Maritime Commission was composed solely of shipowners and seamen and had no representatives of fishery owners nor probably of fishermen. He therefore thought that this question was not appropriate for the agenda of the Joint Maritime Commission and he suggested that, after completing its studies in the light of the replies to the questionnaire received from Governments, the Office should submit a report to the Governing Body, since it was for the Governing Body itself to decide whether to set up a technical subcommittee for the purpose suggested.

With regard to item 5, "Transfer of flag and conditions in mandated territories", he assumed that the investigation to be made by the Office and the report to be submitted to the Joint Maritime Commission would be confined to labour questions. There were many other questions connected with the transfer of flag which had no relation to labour questions.
The Director-General assured Mr. Veysey that the Office note on questions connected with the transfer of flag would deal solely with those labour problems which fell within the competence of the Joint Maritime Commission.

With regard to the Fishermen's Charter, it was clear that the Joint Maritime Commission had no competence to deal with this question. However, having regard to the fact that the Seattle Maritime Conference had drawn the Office's attention to the desirability of making a study of the conditions of employment of fishermen, he had thought that the Joint Maritime Commission, the members of which had been elected by the groups at the Seattle Conference, might at least make some suggestions as to the manner in which the information collected might be used. The Office's report could, however, very well be transmitted to the Governing Body without going to the Joint Maritime Commission, since it was the Governing Body which would be responsible for deciding on the action to be taken on the study and for setting up, if necessary, a subcommittee to deal with the special problems of the fishing industry.

He would therefore be prepared to agree that item 4 should be withdrawn from the agenda proposed for the next session of the Joint Maritime Commission, especially as there would be sufficient business without it.

Sir Joseph Hallsworth did not press for a vote on the question he had raised, but wished his remarks to be noted in the minutes.

He hoped that the Commission's discussions on methods of collaboration between the International Labour Organisation and the proposed Intergovernmental Maritime Consultative Organisation would lead to a satisfactory solution of the problem, which was as important as it was difficult.

He moved that the Governing Body should approve the agenda suggested by the Office for the next session of the Joint Maritime Commission.

The Director-General said that if item 4 were withdrawn from the agenda he could still refer in the Report of the Director-General, which he would in any case have to lay before the Commission, to the discussions on the Fishermen's Charter which took place at Seattle.

The Chairman pointed out that the proposed Intergovernmental Maritime Consultative Organisation would be a purely governmental agency. This might be an argument in favour of Sir Joseph Hallsworth's suggestion regarding the desirability of having governmental representation at the next session of the Joint Maritime Commission.

He suggested that the members of the Employers' group might wish to consult their shipping colleagues as to Sir Joseph Hallsworth's suggestion.

The Governing Body approved the holding of a session of the Joint Maritime Commission in the autumn of 1947, the place and the exact date of the meeting to be settled by agreement between the shipowners' and seafarers' representatives concerned.

It was agreed that the agenda for the session should comprise the following items:

1. The Seattle Conventions and the progress of ratification.
2. Relations between the International Labour Organisation and the proposed Intergovernmental Maritime Consultative Organisation.
3. Welfare.
4. Transfer of flag and conditions in mandated territories.

Second Session of the Permanent Agricultural Committee.

The Director-General said that the Office proposed that the Permanent Agricultural Committee should meet at the end of July or the beginning of August 1947, with an agenda consisting of four items. In connection with the proposed agenda,
it should be remembered that Resolution No. 10 adopted by the 29th Session of the International Labour Conference suggested that medical examination of children and young persons for fitness for employment should be extended not only to agriculture but also to the raising of livestock. As the Governing Body had decided at its 98th Session to place on the agenda of the next session of the Permanent Agricultural Committee the question of the extension of medical examination of children and young persons for fitness for employment in agriculture, it would be necessary to alter the wording of the item. It was also suggested that the name of the International Federation of Agricultural Producers should be added to the list of international organisations to be invited to send representatives to the session of the Permanent Agricultural Committee.

Radi Bey said that in view of the importance of agriculture in Egypt his country would like to be able to take part in the work of the Permanent Agricultural Committee.

Mr. Jouhaux said he would like some information with regard to the International Federation of Agricultural Producers, of which he now heard for the first time.

The Director-General replied that this was a new organisation covering various representative organisations of agricultural employers with which the International Labour Organisation had been in contact for a long time. It therefore seemed quite normal for this body to be represented on the Permanent Agricultural Committee. Furthermore, the International Federation of Agricultural Producers was an organisation recognised by the United Nations.

It was proposed that the International Federation of Agricultural Producers should be represented on the Permanent Agricultural Committee on the same footing as the International Confederation of Agriculture and the International Landworkers Federation.

In reply to a question by Mr. Jouhaux, the Director-General said that he could give him a full list of the organisations represented on the Permanent Agricultural Committee. If it were found that important organisations were not represented, additional proposals might be laid before the Governing Body at its 102nd Session.

With regard to the participation of Egypt in the work of the Permanent Agricultural Committee, he pointed out that the Committee was composed of experts and not of Government representatives. He interpreted Radi Bey's intervention as a suggestion that an Egyptian expert should be included in the membership of the Committee, and asked him to send in a nomination in due course which might be submitted to the Governing Body at its 102nd Session.

Mr. Oersted urged that the date of the Committee's session should be as late as possible in July or as early as possible in August.

The Governing Body authorised the convening of the Second Session of the Permanent Agricultural Committee in Geneva at the end of July or the beginning of August 1947, with the following agenda:

1. General survey of developments since the First Session and discussion of the order of priority for consideration by the Committee of problems of agricultural labour.
3. Medical examination of children and young persons for fitness for employment in agriculture and in the raising of livestock.

The Governing Body decided to add the name of the International Federation of Agricultural Producers to the list of international agricultural organisations invited to send representatives to the sessions of the Committee.
Progress of International Labour Legislation.

The Chairman recalled the fact that at its 29th Session the International Labour Conference had adopted a Resolution urging Governments to ratify the Instrument of Amendment of the Constitution, 1946, as soon as possible. He appealed to the members of the Governing Body on their return to their countries to use their influence to persuade their Governments to ratify the Instrument of Amendment at an early date.

THIRD ITEM ON THE AGENDA

Report of the Allocations Committee (continued)

Second Report of the Committee

The Chairman briefly presented the second report of the Allocations Committee in the absence of the Reporter, Sir Samuel Runganadhan.

Since the first report had been adopted there had been further negotiations between the Chairman of the Committee and some of the countries concerned. It would be seen that the Polish Government had agreed to increase its contribution for 1948 from four to ten units. The Netherlands Government had also agreed to increase its contribution for 1948 from nine to ten units, the possibility of a further increase to 11 units remaining open. He expressed the gratitude of the Governing Body to the representatives of these two countries for the action taken by their Governments.

The Committee recommended that the scale of contribution units shown in its report should be adopted by the Governing Body for the financial year 1948, subject to any further increases in the number of units of assessment which might be accepted by certain countries as a result of the negotiations still in progress.

The Governing Body adopted the second report of the Allocations Committee.

SECOND ITEM ON THE AGENDA

Report of the Staff Questions Committee (continued)¹

Pensions Subcommittee.

The Chairman reminded the Governing Body that in the course of its consideration of the report of the Committee on Staff Questions it had approved the proposal that a small subcommittee of the Governing Body, consisting of one member from each group, should be appointed to be available for consultation with the Director-General in connection with the negotiations to be conducted with the United Nations on the question of pensions and the proposals to be submitted to the Governing Body. The groups had not found time to appoint their representatives to this subcommittee. In these circumstances, the Governing Body might wish either to ask the representatives it had appointed for consultation with the Liquidation Board of the League of Nations, namely, the Chairman, Sir Joseph Hallsworth and Sir John Forbes Watson, to take on this additional duty, or to postpone until its 102nd Session the appointment of the proposed subcommittee, which was not a matter of special urgency.

Mr. Shaw thought that it would be desirable to have the subcommittee functioning because it might be necessary to consult it on certain questions which might arise in connection with the taking over of the Pensions Fund by the International Labour Organisation.

¹ This report was considered by the Governing Body at its fifth and sixth sittings (private).
Mr. Oersted said that the Employers' group was prepared to accept the first suggestion made by the Chairman.

The Governing Body decided to appoint the representatives it had previously appointed to be available for consultation with the Liquidation Board of the League of Nations as a subcommittee for consultation with the Director-General in the negotiations to be conducted with the United Nations on pensions questions and in formulating proposals concerning the Pensions Fund for submission to the Governing Body.

SIXTEENTH ITEM ON THE AGENDA

Date and Place of the 102nd Session of the Governing Body

The Chairman said that the Office suggested that the 102nd Session of the Governing Body should be held on Monday 16 and Tuesday, 17 June 1947 at the International Labour Office in Geneva.

Mr. Oersted thought that two days would not be long enough to deal with the new questions as well as with the questions which had been postponed until the 102nd Session. He proposed that the session should last at least four days.

The Chairman pointed out that, before the Governing Body itself sat, there would have to be meetings of the Finance Committee, the Staff Questions Committee, a fairly long meeting of the Standing Orders Committee and perhaps meetings of other committees also. Moreover, the groups had asked that a whole day should be allowed for their meetings immediately before the session of the Governing Body. If the Governing Body agreed that the 102nd Session should begin on Friday, 13 June, it might perhaps leave it to its Officers to consider the programme of meetings of the various committees and to see that only those questions should be dealt with which could not be adjourned to later sessions.

Mr. Oersted asked that the members should be informed as early as possible of the exact date on which they would have to be in Geneva because it was necessary for them to make their arrangements in good time.

Sir Joseph Hallsworth said that some members of the Governing Body had already undertaken commitments on the hypothesis that the session would open on 16 June.

The Governing Body decided that its 102nd Session should be held at the International Labour Office in Geneva from Friday, 13 June to Tuesday, 17 June. It was agreed that the programme of meetings to precede the session should be fixed by the Officers of the Governing Body.

Closing of the Session

The Chairman was sure that, at the conclusion of the 101st Session, the Governing Body would wish to place on record its appreciation of the loyal and devoted service of the Director-General, of the Assistant-Directors and of all the members of the staff of the Office. Thanks to their invaluable help the Governing Body had been enabled to deal with a particularly heavy agenda in a remarkably short time.

Not only had the Governing Body dealt finally with some very important topics, but it had also prepared the way for discussion of other questions at the next session. He would like to congratulate the Governing Body on a very successful session and to thank its members for their co-operation.

Sir Joseph Hallsworth, on behalf of the Workers' group, moved a vote of thanks to the Chairman for the most efficient way in which he had conducted the proceedings.
Mr. Wycliffe, on behalf of the Employers' group, associated himself with this motion and pointed out that for once the Governing Body had actually dealt with every item on its agenda.

Mr. Godart, on behalf of the Government group, endorsed the vote of thanks to the Chairman, whose authority and courtesy had enabled the Governing Body to solve the various problems on its agenda in the most rapid and satisfactory manner.

The session closed at 7.45 p.m.

Guildhaume MYRDDIN-EVANS.
APPENDIX I

AGENDA

1. Approval of Minutes of the 99th and 100th Sessions.
5. Date, Place and Agenda of the 31st Session of the International Labour Conference.
6. Preparatory Asiatic Regional Conference.
7. Regional Meeting for the Near and Middle East.
8. Questions arising out of the 29th Session of the International Labour Conference:
   3. Other Questions.
9. Industrial Committees.
10. Relations with Other International Organisations.
12. Composition of Committees.
16. Date and Place of the 102nd Session of the Governing Body.
APPENDIX II

SECOND 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 fifth and sixth sittings (private).
APPENDIX III

THIRD ITEM ON THE AGENDA

REPORT OF THE ALLOCATIONS COMMITTEE

The papers relating to this item, which are of a confidential nature, have been printed separately as an appendix to the minutes of the fifth and sixth sittings (private).
APPENDIX IV

FOURTH 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 fifth and sixth sittings (private).
APPENDIX V

FIFTH ITEM ON THE AGENDA

DATE, PLACE AND AGENDA OF THE 31ST SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

Date of the Conference

In deciding at its 98th Session on the date of the 30th Session of the International Labour Conference, the Governing Body reverted to the customary pre-war practice of holding the annual ordinary session of the Conference in the month of June. This month has proved by experience to be generally suitable.

It is therefore suggested that the 31st Session of the Conference should open on Thursday, 17 June 1948. This would make it possible for the regular time limits for the preparation and despatch of reports for the Conference to be properly observed, since a full period of 12 months would then elapse between the 30th and 31st Sessions of the Conference.

Place of the Conference

In recent years the Conference has delegated to the Governing Body authority to decide the place of meeting of the Conference, and under the Instrument for the Amendment of the Constitution adopted by the Conference at its 29th Session it will in future be for the Governing Body to take that decision.

Since the annual sessions of the Conference were resumed in 1944 the sessions will have been held alternately on the American and European sides of the Atlantic (1944, Philadelphia; 1945, Paris; 1946, Montreal; 1947, Geneva). There would appear to be advantages in maintaining this practice of alternation, and if the Governing Body should agree with this view, it is suggested that the 31st Session of the Conference should be held in Montreal.

Agenda of the Conference

Director-General's Report.

In accordance with the Standing Orders, the Conference will, as usual, have before it a report by the Director-General of the International Labour Office.

Financial and Budgetary Questions.

The Conference will be called upon to consider and adopt the budget of the International Labour Organisation for 1949 and to deal with any other financial matters which may be brought to its attention in accordance with the Financial Regulations.

Reports on the Application of Conventions.

In accordance with Article 22 of the Constitution, the Conference will also have before it the usual summary of annual reports made by Governments on the measures taken to give effect to the Conventions which they have ratified.

Employment Service Organisation (for second discussion).

The 30th Session of the Conference (Geneva, June 1947) will undertake a first discussion of the question of employment service organisation. It is to be anticipated that, by decision of the Conference under Article 16 of the Constitution, this question will be placed on the agenda of the 31st Session of the Conference for second discussion.

Other Questions.

In addition to the questions mentioned above, the Governing Body will no doubt wish to place on the agenda of the 1948 Session of the Conference one or more further questions. A survey of the questions awaiting action by the Organisation was included in Chapter III of the Report on the Future Policy, Programme and Status of the I.L.O., submitted to the Philadelphia Conference.
Vocational Guidance (for first discussion).

The Governing Body will recall that at its 98th Session (Montreal, May 1946), it considered the possibility of placing the question of vocational guidance on the agenda of the 30th Session of the Conference. On that occasion it had before it a note on the law and practice with respect to vocational guidance and a brief explanation of the reasons which made it appear appropriate to place the question on the agenda of the International Labour Conference. It was pointed out that the International Labour Conference has in the past frequently expressed interest in vocational guidance. In 1935, the Conference asked the Governing Body to place on the agenda of an early session of the Conference the question of the vocational guidance and training of young workers. In 1938 the Conference, in connection with its decisions on vocational training, adopted a special resolution calling attention to the fact that vocational guidance was widely recognised to be a necessary preliminary to vocational education, and urged the Governing Body to consider placing this whole question on the agenda of a very early session of the Conference. The war prevented further action on the question at that time. In 1944, however, in the Employment (Transition from War to Peace) Recommendation, the Conference drew attention to the practical value of vocational guidance in facilitating transitional employment reorganisation and suggested a few general aspects of guidance of special significance for this purpose; and in 1945, in drawing up the proposals on the protection of children and young workers, the Conference again expressed interest in vocational guidance.

In considering the agenda for the 30th Session of the Conference, members of the Governing Body emphasised that it was desirable for the Conference, in view of its sustained interest in the question of vocational guidance, to have an opportunity to examine thoroughly all aspects of the problem in the near future. Two points of view were put forward. Some of the members urged that the question be placed on the agenda of the 30th Session; others considered that in spite of the importance of the question of vocational guidance its examination by the Conference should be postponed. Several of the members stated that if the decision were taken not to place the question on the agenda of the 1947 Conference, it should be only on the understanding that the question, which concerned young persons in every part of the world during the post-war period, would be dealt with at an early date.

In view of the discussion summarised above, the Governing Body will no doubt wish to consider the desirability of placing the question of vocational guidance on the agenda of the 31st Session of the Conference. A number of reasons which then gave validity to the suggestion that the question be considered at an early date appear even more cogent at the present time. Thus, the meeting of the Committee of Experts on Women's Work, which was held in Montreal in July 1946, stressed “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”.

As has already been pointed out on various occasions when the problem of vocational guidance has been discussed, there is a basic relationship between the best use of existing sources of labour supply and vocational guidance for workers entering employment for the first time or wishing to change employment. It would seem to be impossible to obtain the highest possible levels of production and employment accompanied by rising living standards without sound and systematic guidance. Furthermore, the wartime developments in vocational guidance and experience with resettling demobilised persons provide new perspectives for guidance work, which should be examined before the evolution of post-war trends makes their full significance less evident. Finally, the question is one of general interest and practical importance for countries in all stages of economic, social and political evolution.

In the light of these developments, and of the discussion in the Governing Body with regard to the agenda of the 30th Session of the Conference, the question of vocational guidance appears to be suitable for examination by the International Labour Conference at its 31st Session. If this item is placed on the agenda, it is suggested that it should include examination of the principles of guidance work in relation to the highest possible levels of employment and productivity, individual and group methods of guidance (including materials useful for guidance, such as research into the qualifications required for the different occupational careers); the participation of employers' and workers' organisations in guidance work; the administrative organisation of vocational guidance (schools, employment service, etc.); the training of professional vocational guidance officers; and the needed links between vocational guidance and the employment market (including vocational training). A note on the law and practice in respect of vocational guidance is attached as Annex I.3

If the Governing Body decides to place this question on the agenda of the 31st Session, it is suggested that it should be governed by the double discussion procedure.

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2. Ibid., Appendix IV, pp. 81-89 and Annex, pp. 88-93.
3. This annex is not reproduced in the present Appendices. Except for minor amendments, it is identical with the note printed in the Minutes of the 98th Session, Appendix IV, Annex, pp. 88-93.
Wages.

There is no single group of problems which is of greater interest to workers throughout the world than those concerned with wages policy. Certain of these problems have been dealt with in the Minimum Wage Fixing Machinery Convention and Recommendation, 1928, the Convention concerning Statistics of Wages and Hours of Work, 1938, and the Wages, Hours of Work and Manning (Sea) Convention, 1946; and on a number of occasions the Conference has given incidental consideration to other aspects of wages and has included provisions concerning them in Conventions and Recommendations which relate primarily to other subjects.

Up to the present, however, the Conference has never had an opportunity to consider the whole field of wages policy in relation to economic and social policy in general and to draw up a programme for further action in this field. It is suggested, therefore, that the Conference should be given such an opportunity at its 31st Session partly (a) by including the general subject of wages in its agenda in the same way as the question of employment was included in the agenda of the 27th Session (Paris, 1945), i.e., in such a way as to enable a committee of the Conference to be set up to consider it but not for the adoption at the 31st Session of a Convention or Recommendation; and partly (b) by including in its agenda for first discussion certain specific aspects of wages in respect of which the Conference after a first discussion in 1948 might adopt in 1949 a Convention or Recommendation as might be appropriate.

With regard to (a) above, in order to assist the Conference in its consideration of problems of wages policy in general, the Office would submit as a basis for discussion a general report indicating the range of problems which arise in the field of wages policy and containing a more detailed analysis and survey of certain of those which are of particular interest at the present time, such as the problems involved in the adaptation of wartime wage levels and wage policies to the circumstances of the post-war period, the relation of wages policy to industrial production in the countries principally affected by the war, the relation of wages policy to employment policy, and the problem of a guaranteed weekly, monthly or annual wage.

With regard to (b) above, the two specific aspects which might form the subject of first discussion in 1948 are the fair wages clause in public contracts and the protection of wages.

In many countries, fair wages clauses or similar provisions requiring the payment of fair wages and the assurance of fair conditions of employment to workers employed by contractors are made a part of all contracts concluded by public authorities for the execution of construction works or for the supply of goods or services; and in a number of countries similar provisions are applied in certain analogous cases such as the granting of public subsidies. Provisions of this kind, a brief account of which is given in Annex II to the present note\(^1\), have helped to eliminate substandard working conditions which tended to undercut standards set by better employers, and in some cases at least their influence has extended beyond the particular group of workers with which they are directly concerned. There are, however, a number of countries with comparatively low wage standards and little-developed labour legislation in which provisions of this kind have yet to be adopted. Consideration of the subject by the Conference with a view to the adoption of one or more Conventions and Recommendations might give a strong impetus toward the adoption in such countries of provisions based on experience elsewhere.

As regards the protection of wages, the item would include such matters as the periodicity of wage payments, the prohibition of truck and deductions from wages. An outline of present law and practice in relation to these matters is given in Annex III to the present note\(^1\).

If the Governing Body agrees with the above suggestions, the wages item might be entitled:

Wages:

(a) General Report (preliminary discussion).

(b) Fair Wages Clauses in Public Contracts (first discussion).

(c) Protection of Wages (first discussion).

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\(^1\) These annexes are not reproduced in the present Appendices. The information contained in them has been incorporated in Report VI (b) (I) : Fair Wages Clauses in Public Contracts, and Report VI (c) (I) : Protection of Wages, prepared for the 31st Session of the International Labour Conference (San Francisco, 1948).
APPENDIX VI

SIXTH ITEM ON THE AGENDA

Preparatory Asiatic Regional Conference

The Governing Body was informed at its 99th Session of the state of the preliminary work done by the Office for the Preparatory Asiatic Regional Conference, to be held in New Delhi in October 1947. In that connection, the Governing Body approved the sending of a preliminary mission of I.L.O. officials to visit India and the other Asiatic countries concerned for the verification and amplification of the material to be used as a basis for the work of the Conference.

The members of this mission, which consists of officials of different nationalities, mainly but not exclusively Asians, began their work in New Delhi on 30 January 1947. They were received officially by the Government of India on 3 February. After a stay in New Delhi, during which they held consultations with officials of Indian Government Departments, the members of the mission were to visit the capitals of different provinces and of some of the Indian States with a view to holding similar consultations there. When this first part of their work has been completed, early in March, the members of the mission will divide into several groups which will visit the principal Asiatic countries concerned.

One of these groups will visit Ceylon from 5 to 11 March and will then proceed to Siam, where it will remain from 13 to 17 March, to Singapore and Malaya from 17 to 26 March, and to Burma until 2 April. Another group will be in China from 6 to 20 March. One of the members of this group will then go to the Philippines from 20 to 25 March, while the other members of the group will stay a little longer in China if necessary. As soon as the mission to China is completed, another member of the group will leave for a short stay in Indo-China. Most of the members of the mission will then reassemble in New Delhi to put the finishing touches to the reports prepared for the Conference.

Thanks to the direct contact with the administrative authorities of the various countries concerned which this method of work will permit, the Office will be able to provide the Conference with more reliable, fuller and more recent material than would have been possible if all the reports had been prepared entirely at the International Labour Office.

The draft reports prepared by the Office on three of the items on the agenda of the New Delhi Conference have already been sent to Governments in proof in order to facilitate their consultations with the members of the mission. The following are the three items dealt with in these reports:

1. Problems of social security.
2. Labour policy in general, including the enforcement of labour measures.
3. Programme of action over a period of years for the enforcement of social standards embodied in the Conventions and Recommendations adopted by the International Labour Conference but not yet ratified or accepted by the countries concerned.

The report on the fourth item on the agenda: "The general economic background of social policy, including problems of industrialisation", will be transmitted very shortly to Governments in roneoed form for their comments.

In spite of the difficulties involved in organising a mission as large as that which the I.L.O. has sent to Asia, the preparations for the New Delhi Regional Conference are therefore well advanced.

The Governing Body is not required to take any decision in regard to this preparatory work at its present session. A further progress report will be laid before it at its 102nd Session.
APPENDIX VII

SEVENTH ITEM ON THE AGENDA

REGIONAL MEETING FOR THE NEAR AND MIDDLE EAST

At its 100th Session, the Governing Body authorised the Office to ask the countries concerned, i.e., Egypt, Iran, Iraq and Turkey, which are Members of the Organisation, and also Lebanon and Syria, whether they would be prepared to take part in a technical regional meeting of Government officials with a view to an exchange of information and experience on the various items of the following draft agenda:

1. Conditions of life and work of the agricultural worker (it would be understood that the term "agricultural worker" includes all wage-earning, self-employed and semi-independent persons engaged in agriculture).
2. Protection of industrial and commercial workers; methods and machinery.
3. Director-General's Report, which would include in particular chapters on industrialisation and development of national resources, vocational training, industrial relations, relations with the I.L.O. and application of decisions of the International Labour Conference.

The date proposed for the meeting was late November or early December 1947. The Governing Body also took note that the Egyptian Government wished to invite the meeting to be held in Cairo.

It was agreed that in the light of the replies received from the Governments the Governing Body would be asked at its present session to take a definite decision on the calling of the meeting.

By letter dated 29 October, the Office informed the Governments of the countries concerned of the conditions under which the Governing Body proposed to call the meeting. So far replies to this communication have been received from Egypt, Iraq, Turkey and Syria. All these States have expressed their intention of taking part in the proposed meeting and their agreement with the date, agenda and place proposed for the meeting.

The Office will not fail to keep the Governing Body informed of any further replies which may be received before the opening of the 101st Session, so that it may be able to take a final decision concerning the calling of a regional meeting for the Near and Middle East in the light of all available facts.
EIGHTH ITEM ON THE AGENDA

Questions Arising out of the 29th Session of the International Labour Conference

1. Constitutional Questions

The 29th Session of the Conference approved a report of its Committee on Constitutional Questions proposing that a number of suggestions made in the Committee, together with those of the conclusions and recommendations of the Conference Delegation on Constitutional Questions which have not already been dealt with, should be referred to the Governing Body for appropriate action, it being understood that the Governing Body would submit to the 30th Session of the Conference detailed proposals in regard to the matters requiring action by the Conference and notably in regard to the amendment of the Standing Orders of the Conference, so as to widen the terms of reference of the Committee on the Application of Conventions. The Committee also suggested that the Conference should request the Governing Body to undertake a general examination of the Standing Orders of the Conference in the light of the amendment of the Constitution of the Organisation and to submit to the 30th Session of the Conference proposals for any further consequential amendments of the Standing Orders which might appear appropriate.

The questions referred to the Governing Body at the instance of the Committee on Constitutional Questions thus fall into two groups: (a) questions relating to the Standing Orders and analogous questions; and (b) matters of policy of a more general character.

Standing Orders Questions and Analogous Questions.

In addition to requesting the Governing Body to make a general examination of the Standing Orders of the Conference in the light of the amendment of the Constitution of the Organisation, the report of the Conference Committee on Constitutional Questions specifically recommended that the following matters should receive urgent consideration: (a) amendment of the Standing Orders of the Conference so as to widen the terms of reference of the Committee on the Application of Conventions; and (b) the intervals for the consultation of Governments by questionnaires provided for in the Standing Orders, which have been found to be embarrassingly short.

The entry into force of the amendment to the Constitution adopted at the Paris Session of the Conference has also made it necessary to frame Standing Orders governing the disqualification from voting of States which are in arrears in the payment of their contributions to the Organisation (Article 13 (4) of the Constitution), and those governing the procedure for the admission of States to membership of the Organisation by the Conference (Article 1 (4) of the Constitution).

It would also seem desirable to deal as a matter of urgency with two questions which gave rise to some difficulty at the 29th Session of the Conference, namely (a) the conditions under which substitute members of Conference committees are entitled to participate in the voting, and (b) the question of the procedure to be followed by plenary sittings of the Conference for voting on reports of the Credentials Committee.

It is accordingly suggested that the foregoing questions should be referred to the Standing Orders Committee for urgent consideration with a view to a report being submitted to the 102nd Session of the Governing Body for transmission to the 30th Session of the Conference.

When these matters have been dealt with, the Standing Orders Committee should, it is suggested, make a more comprehensive review of the Standing Orders of both the Conference and the Governing Body, with a view to determining whether any further changes are desirable in the light of the amendment of the Constitution of the Organisation and the entry into force of the Agreement between the United Nations and the International Labour Organisation.

The Conference Committee on Constitutional Questions drew attention in its report to a proposal that the members of the Governing Body should be elected by the single transferable vote. It considered that this question should be dealt with in the Standing Orders rather than regulated by the Constitution and it agreed to recommend that the Governing Body should consider the proposal and report upon it to the Conference. This question was raised at the Conference by the representative of the Government of India, who has since communicated to the
Office for the information of the Governing Body a complete set of the regulations for the holding of elections by means of the single transferable vote, as adopted by the Central Legislative Assembly in India.

It is suggested that the Governing Body should request its Standing Orders Committee to consider the question of the election of members of the Governing Body by the single transferable vote and to report thereon in time to allow of consideration of the matter by the Conference prior to the elections of the Governing Body which are due to take place during the 31st Session of the Conference.

* * *

Members of the Governing Body will recall that the Constitution as amended by the 1946 Instrument of Amendment provides that rules on a number of matters shall be made by the Governing Body or the Conference. These matters are the selection of the States of chief industrial importance (Article 7 (3)), the appointment of the staff (Article 9 (1)), thorough technical preparation and adequate consultation with Governments prior to the adoption of Conventions and Recommendations (Article 14 (2)), the despatch of reports so as to reach Members in time to permit adequate consideration prior to meetings of the Conference (Article 15 (2)), and the powers, functions and procedure of regional conferences (Article 38 (2)).

Through the 1946 Instrument of Amendment is not yet in force, it is suggested that the Governing Body might refer these matters to its Standing Orders Committee for the preparation of the necessary rules so as to enable the Committee to report to the Governing Body as soon as the 1946 Instrument of Amendment is in force.

The 1946 Instrument of Amendment also provides that the Governing Body may make and submit to the Conference for approval rules providing for the appointment of a tribunal for the expeditious determination of any dispute or question relating to the interpretation of a Convention which may be referred thereto by the Governing Body or in accordance with the terms of the Convention.

In proposing the inclusion of such a provision in the Constitution, the Conference Delegation on Constitutional Questions indicated that it regarded the uniform interpretation of the provisions of Conventions as of outstanding importance and considered that if the procedure of the International Court of Justice and the conditions under which the International Labour Organisation has access to that Court should prove to be such that questions relating to the interpretation of Conventions could be satisfactorily disposed of by reference to the Court, it would be both unnecessary and undesirable to provide any new facilities for the interpretation of Conventions. The Delegation pointed out, however, that the extent to which the International Labour Organisation would have access to the Court would depend on decisions which had not then been taken by the General Assembly of the United Nations: in these circumstances the Delegation thought it appropriate that the jurisdictional clause of the Constitution of the Organisation should be made flexible in character and should no longer confer an exclusive jurisdiction on the International Court of Justice. Since the amendment to the Constitution was adopted, the General Assembly has approved the Agreement between the United Nations and the International Labour Organisation which ensures the I.L.O. the necessary access to the Court. In these circumstances, it is suggested that the Governing Body should decide that it is not necessary for the time being to exercise the discretionary power provided for in the amended Constitution to make and submit to the Conference for approval rules providing for the appointment of a special tribunal.

Matters of Policy of a More General Character.

The Conference has also referred to the Governing Body for further consideration those of the conclusions and recommendations of the Conference Delegation on Constitutional Questions on which action has not yet been taken. The remainder of the present note accordingly recapitulates these conclusions and recommendations and suggests action which may be thought appropriate in regard to them.

The Conference Delegation recommended that, wherever the seat of the International Labour Office may be located, there should be an arrangement between the International Labour Organisation and the Government or international authority having jurisdiction over the seat which ensures that the Organisation will enjoy there the full independence necessary for the effective discharge of its international responsibilities until such time as the arrangement is terminated by mutual agreement. An agreement and arrangement defining the status and immunities of the International Labour Organisation in Switzerland were approved by the Governing Body on 27 May 1946. It is suggested that this recommendation should be brought to the attention of the Governing Body and of the Conference when they are called upon to consider the question of the future seat of the Organisation and should be borne in mind during any negotiations which may be necessary with the Governments concerned and during the consultations in regard to the question which are

provided for in Article 10 of the Agreement with the United Nations. It would seem appropriate to deal with this matter before any final decision is taken in regard to the future headquarters of the Organisation.

The Conference Delegation recommended that, as a general rule, sessions of the International Labour Conference should be held at places where the special facilities necessary for the efficient working of international conferences are available. In pursuance of this recommendation the 30th Session of the Conference has been convened to meet in Geneva. The Governing Body will no doubt wish to keep the recommendation in mind in determining the place of meetings of future sessions of the Conference.

The Conference Delegation suggested that a thorough study of current tendencies in regard to the development of collective agreements, and more particularly of the tendency to give collective agreements the force of law in certain circumstances and to make them binding upon minorities, should be published by the International Labour Office to supplement the study published ten years ago. The Labour Law Service which is responsible for the study of this question has recently been strengthened and arrangements are being made to put in hand such a study with a view to meeting the request expressed by the Delegation.

The Conference Delegation suggested that with a view to enabling Members to receive credit internationally for social legislation which approximates to, or is superior to but differs in detail from, the international standards embodied in a Convention, consideration should be given in connection with the new system of reports on unratified Conventions contemplated by the proposed amendments to Article 19 of the Constitution to devising a procedure whereby formal note could be taken of the fact that the situation disclosed by such reports was not less satisfactory than the requirements of the Convention. It is suggested that the Governing Body should request its Standing Orders Committee to submit to it proposals on this subject.

The Conference Delegation suggested that the strengthening of the “without prejudice” clause of Article 19 of the Constitution by the amendments to the Constitution should be supplemented by the inclusion of “without prejudice” clauses in individual Conventions more systematically in the future. If the Governing Body concurs in this proposal the Office will systematically include such clauses in drafts of Conventions prepared for consideration by the Conference in all appropriate cases.

The Conference Delegation indicated that it attached the utmost importance to securing the widest possible ratification of Conventions by high standard countries, even when such action was unlikely to involve any improvement so far as they are concerned of the standards which they have already attained. The Governing Body may wish to associate itself with the opinion expressed by the Conference Delegation in regard to the desirability of ratification in such cases as a contribution to the general effort to promote higher social standards on the basis of international agreement.

The Conference Delegation recommended that the International Labour Office should develop a service specialising in advisory duties in connection with the framing of laws and regulations on the basis of the decisions of the Conference and with the improvement of administrative practices and systems of inspection. With a view to giving effect to this recommendation a proposal to establish an Advisory Missions Section in the Office has been included in the budget estimates for 1948. This Section would be responsible for co-ordinating the work of all advisory missions organised at the request of Governments, for making proposals for staffing such missions adequately, and for ensuring the maintenance of close contact and co-operation between all such missions and the various sections and services of the Office concerned with the subjects with which they are dealing.

The Conference Delegation suggested that a valuable contribution might be made towards situating the labour problems of individual countries in a broader international perspective if other Governments were to follow the initiative taken by the South African Government in 1938 in inviting a tripartite delegation of the Governing Body to visit the Union of South Africa to inform themselves at first hand on labour conditions in the Union. Any such invitations which may be received will be communicated to the Governing Body in due course.

The Conference Delegation recommended that effect should be given in the near future to the proposal made by the regional conference of representatives of labour inspection services held at The Hague from 14 to 17 October 1935 that future regional conferences of labour inspection services should be called upon to study the technical questions arising out of the supervision of the laws and regulations for the enforcement of particular Conventions or groups of Conventions. The question of labour inspection is included in the agenda of the 30th Session of the International Labour Conference which is to meet in Geneva in June 1947. It is therefore reasonable to expect that a large number of labour inspectors will be present at the Conference and it would seem desirable to have an exchange of views in the Labour Inspection Committee of the Conference on the practical
steps which might be taken to give effect to this recommendation before more detailed proposals on the subject are submitted to the Governing Body.

The Conference Delegation recommended that the device of preparing the way by experimental Recommendations for the later adoption of Conventions should become a well-recognised feature of the procedure of the International Labour Organisation. It is suggested that this recommendation should be kept in mind in formulating proposals for consideration at future sessions of the Conference.

The Conference Delegation recommended that consideration should be given to the development of a wide variety of new types of Recommendation including model laws, model collective agreements, model bilateral or plurilateral Conventions, and model contracts. It is suggested that the Office should be guided by this recommendation in formulating proposals for consideration at future sessions of the Governing Body or of the Conference.

The Conference Delegation recommended that since the expenditure of the Organisation is governed primarily by Governing Body decisions, the fact of being in arrears in the payment of contributions should be regarded as a disqualification for membership of the Governing Body. The electing Governments will doubtless bear this recommendation in mind on the occasion of Governing Body elections.

The Conference Delegation recommended that the Governing Body should continue to be represented at regional conferences by a tripartite delegation, including members from outside the region who are in a position to act as a link with the wider interests of the Organisation. It is suggested that this recommendation should be brought regularly to the attention of the Governing Body when it is called upon to consider the arrangements to be made for its representation at regional conferences.

The Conference Delegation suggested that regional conferences and special regional meetings could play a useful part in the framing of general Conventions by advising on the desirability of including in such Conventions modifications of their provisions designed to take account of the special circumstances of certain countries in accordance with Article 19, paragraph 3, of the Constitution of the Organisation. It is suggested that this recommendation should be kept in mind when arrangements are made for future regional conferences and meetings.

The Conference Delegation suggested that the representation of non-metropolitan territories at regional conferences should be among the questions considered when framing the rules for regional conferences contemplated in the second paragraph of the proposed new Article 38 of the Constitution. Provision for the representation of such territories is being made in the case of the forthcoming Asiatic Conference and it would seem that any necessary rules on the subject could best be framed in the light of the experience gained at this Conference.

The Conference Delegation recommended that the Governing Body should consider the methods whereby the International Labour Organisation, by means of the work of the Industrial Committees or otherwise, can most effectively contribute to securing the fullest recognition of the fundamental importance of productivity as the basis of all social progress. The Industrial Committees, fully appreciating the importance of this factor, have already given considerable attention to the importance of productivity. Both the Conference and the Industrial Committees will doubtless continue to keep the matter in mind and its importance will also be borne in mind by the Office in the preparation of documents.

The Conference Delegation recommended that every appropriate opportunity should be taken by the international organisations responsible for the preparation of international economic agreements to include therein, after consultation with the International Labour Organisation, provisions intended to promote the raising and equalisation of labour standards. It is suggested that this recommendation should be brought to the attention of representatives of the International Labour Organisation at meetings of organisations responsible for the preparation of such agreements for their guidance in indicating the views of the I.L.O. at such meetings.

The Conference Delegation recommended that the Governing Body should give urgent consideration to the possibility of convening a special agricultural session of the Conference at an early date. The Governing Body has recently reconstituted the Permanent Agricultural Committee and it is hoped to hold a meeting of the Committee in the relatively near future. It is suggested that the Committee when it meets should be requested to make recommendations concerning the agricultural questions which might be placed on the agenda of the Conference.

The Conference Delegation recommended that Governments should give urgent consideration to the development of more adequate national machinery for securing regular co-operation with Government representatives of labour and management representatives, either in the form of national tripartite conferences or in that of appropriate arrangements for the consultation of national tripartite conferences or in that of appropriate arrangements for the consultation of
employers' and workers' organisations by Governments. It is suggested that with a view to securing wider public interest in this important recommendation special attention should be given in the publications of the Office to developments of this kind.

The Conference Delegation suggested that the development of the public relations programme of the International Labour Organisation in the light of modern needs should receive early consideration by the Governing Body. Steps have recently been taken to reconstitute the Press Service of the Office as a Public Information Section and further proposals for the development of the public relations programme of the Organisation will be brought to the attention of the Governing Body as circumstances may require.

The Conference Delegation suggested that the development of the public relations programme of the International Labour Organisation in the light of modern needs should receive early consideration by the Governing Body. Steps have recently been taken to reconstitute the Press Service of the Office as a Public Information Section and further proposals for the development of the public relations programme of the Organisation will be brought to the attention of the Governing Body as circumstances may require.

The Conference Delegation suggested that methods of enhancing the future usefulness of the Legislative Series should be fully explored. Provision has already been made in the 1947 budget for an increase in the staff of the Legislative Series. The first steps necessary to enhance the usefulness of the Series are to increase the number of texts appearing therein and to ensure that they appear as rapidly as possible. At a later stage in the rebuilding of the staff of the Series, it will be possible to take other measures to enhance the usefulness of the Series, notably by arranging for the preparation from time to time of collections of texts on particular subjects which may be of special interest.

The Conference Delegation recommended that the suggestions that, in countries in which such action would be consistent with the national traditions, consideration should be given to the possibility of formulating national constitutional provisions concerning principles of social and economic policy in the light of the terms of the Declaration of Philadelphia, and that on the occasion of the revision of national constitutions the opportunity should be taken to eliminate from such constitutions any provisions which constitute an impediment to the regular consideration by legislative authorities of the decisions of the International Labour Conference, should be transmitted to Governments for such consideration as they may deem appropriate in the light of national traditions. These suggestions have already been transmitted to Governments in the report of the Conference Delegation on Constitutional Questions. It is suggested that they might be brought to the attention of the Governments concerned on the occasion of any future revision of national constitutions.

2. Proposed Convention concerning Immunities

At its 29th Session, held in Montreal from 19 September to 9 October 1946, the Conference decided, by the following Resolution adopted on 9 October 1946, to refer to the Governing Body for fuller consideration the text of a proposed Convention on the privileges and immunities of the International Labour Organisation:

The Conference refers to the Governing Body for fuller consideration in the light of further negotiation and consultation with the United Nations and other agencies the annexed preliminary text of a proposed Convention on the privileges and immunities of the International Labour Organisation with a view to a revised draft agreement being submitted to the 1947 Session of the Conference.

The proposed Convention is annexed to this document. The amended Constitution lays down the principle that the International Labour Organisation shall enjoy such privileges and immunities as are necessary for the fulfilment of its purposes and provides in the following terms for the privileges and immunities of the International Labour Organisation to be defined in a separate agreement to be prepared by the Organisation with a view to its acceptance by the States Members:

Article 40

(1) The International Labour Organisation shall enjoy in the territory of each of its Members such privileges and immunities as are necessary for the fulfilment of its purposes.

(2) Delegates to the Conference, members of the Governing Body and the Director-General and officials of the Office shall likewise enjoy such privileges and immunities as are necessary for the independent exercise of their functions in connection with the Organisation.

(3) Such privileges and immunities shall be defined in a separate agreement to be prepared by the Organisation with a view to its acceptance by the Members.

The Governing Body will remember that the question of the privileges and immunities of the Organisation had been brought before it following the 26th Session of the Conference held...
at Philadelphia from 20 April to 12 May 1944. At that session the Conference, by a Resolution adopted on 12 May 1944, invited the Governing Body to set up as soon as possible a Committee to consider the problems relating to the further constitutional development of the Organisation and, inter alia, "the status, immunities and other facilities to be accorded to the Organisation by Governments as necessary to the efficient discharge of the responsibilities of the Organisation". In accordance with that Resolution the Office submitted to the Committee on Constitutional Questions of the Governing Body, at its session in January 1945, a report containing proposals on this subject. These proposals were intended to serve as a basis for the régime of immunities of the International Labour Organisation following the dissolution of the League of Nations.

It will be remembered, indeed, that the International Labour Organisation has enjoyed diplomatic privileges and immunities as a part of the League of Nations Organisation, under Article 7 of the Covenant of the League of Nations and Article 6 of the Constitution of the International Labour Organisation as it stood prior to being amended. The Resolution for the Dissolution of the League of Nations, adopted by the Assembly of the League of Nations on 18 April 1946, provides that "the present Resolution shall not in any way prejudice the continued existence of the International Labour Office or the measures taken or to be taken by the International Labour Organisation to make in its Constitution such changes as may be required as the result of the dissolution of the League, or the enjoyment by the International Labour Organisation of the privileges and immunities provided by Article 7 of the Covenant pending elaboration of and acceptance by the Members of the Organisation of other provisions dealing with this matter".1

It is now for the Governing Body to make definite proposals regarding the future régime of immunities of the International Labour Organisation which might be submitted for approval to the Conference in accordance with paragraph 3 of the new Article 40 of the Constitution as a substitution for the régime of immunities based on Article 7 of the Covenant of the League of Nations.

In some countries there are special provisions of recent date relating to the legal status of the International Labour Organisation. In this connection, reference may be made particularly to the Agreement concluded between the Swiss Federal Council and the International Labour Organisation, approved by the Governing Body on 27 May 1946. Reference should also be made to the American law of 29 December 1945 concerning the immunities of international organisations, which covers a number of important points and which was made applicable to the International Labour Organisation by the Executive Order of the President, No. 9698, of 19 February 1946. It should be mentioned, however, that this law has not been deemed by the United Nations to represent the final settlement of its position as regards immunities in relation to the American authorities.

In its Resolution referring to the Governing Body for fuller consideration the text of a proposed Convention on the privileges and immunities of the International Labour Organisation, the Conference envisaged negotiations and consultations on this matter with the United Nations.

The General Assembly of the United Nations adopted on 13 February 1946 the following Resolution, providing for unification as far as possible of the privileges and immunities enjoyed by the United Nations and the various specialised agencies:

The General Assembly considers that there are many advantages in the unification as far as possible of the privileges and immunities enjoyed by the United Nations and the various specialised agencies.

While recognising that not all specialised agencies require all the privileges and immunities which may be needed by others, and that certain of these may, by reason of their particular functions, require privileges of a special nature which are not required by the United Nations itself, the General Assembly considers that the privileges and immunities of the United Nations should be regarded, as a general rule, as a maximum within which the various specialised agencies should enjoy such privileges and immunities as the appropriate

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fulfilment of their respective functions may require, and that no privileges and immunities which are not really necessary should be asked for.

Therefore the General Assembly instructs the Secretary-General to open negotiations with a view to the reconsideration in the light both of the General Convention adopted by the United Nations and of the considerations above, of the provisions under which the specialised agencies at present enjoy privileges and immunities.

The consultations envisaged by the decisions of the International Labour Conference and the General Assembly of the United Nations are in progress. The Office will report to the Governing Body on the results of these consultations as soon as possible.

In the meantime the Governing Body may consider it useful to lay down directive principles which might be utilised as an appropriate basis for making regulations on this matter.

In the first place, it would appear essential that these regulations should be based on the principle that the International Labour Organisation ought to enjoy immunities more or less similar to those accorded to the United Nations. The Conference Delegation on Constitutional Questions was guided by this principle when, in its report on the work of its First Session, it associated itself with the views expressed by the General Assembly of the United Nations in its resolution mentioned above, namely, that there are many advantages in the unification as far as possible of the privileges and immunities enjoyed by the United Nations and the various specialised agencies. The Governing Body will remember that the Delegation considered that the most convenient manner in which to achieve this result, so far as the International Labour Organisation is concerned, would be for the Members of the Organisation to undertake to accord to the International Labour Organisation and its officials the privileges and immunities accorded by the General Convention on the Privileges and Immunities of the United Nations to the United Nations Organisation and comparable officials thereof. When making this recommendation, the Delegation stressed that the functions of the International Labour Organisation are closely analogous to those of the Economic and Social Council and the Secretariat of the United Nations and the immunities required for the fulfilment of these functions might therefore be appropriately defined by providing for the application to the International Labour Organisation of the régime agreed upon for these bodies.

Once this principle is accepted the question arises as to the procedure by which the status of the International Labour Organisation with regard to privileges and immunities might best be defined. In view of the provisions of paragraph 3 of Article 40 of the amended Constitution of the Organisation, it appears necessary that the immunities of the International Labour Organisation should be defined by a special agreement to be concluded under the auspices of the International Labour Organisation. There are a number of other reasons also for approaching the question in this way. The Conference and the Governing Body include employers' and workers' delegates as well as Government delegates. This peculiarity in the composition of the International Labour Organisation raises special problems which require solution. The Agreement between the Swiss Federal Council and the International Labour Organisation defines for the first time the immunities of members of the Governing Body, and it would appear desirable that any general regulations concerning the régime of immunities of the Organisation which might be made should include appropriate provisions on this point. Moreover, the presence in the International Labour Organisation of certain Members which are not Members of the United Nations provides another reason for the preparation of a separate agreement on the privileges and immunities of the International Labour Organisation. Finally, the ratification of the General Convention on the Privileges and Immunities of the United Nations seems to be subject to certain difficulties on account of the rigid nature of some of its provisions. It would appear desirable that the provisions governing the International Labour Organisation should be drafted in a more flexible form in order to avoid similar difficulties.

If the Governing Body accepts these two guiding principles, the proposed Convention submitted to the Conference at its Montreal Session appears to provide a suitable basis for discussion.

The majority of the provisions contained in this proposed Convention do not seem to require particular comment. For instance, the provisions relating to the jurisdictional immunity of the Organisation, the inviolability of its premises and archives, its right to hold and transfer funds, the principle of exemption from direct taxes and customs duties of the assets and income of the Organisation, the facilities in respect of communications for its official correspondence and the circulation of its publications and the principle of the immunity of representatives of States Members are all in accordance with well established principles and do not appear to require any special explanation.

Other provisions no doubt require a more thorough consideration by the Governing Body.

At various times the exemption from taxation of officials of the International Labour Office has occasioned discussion in the Governing Body and its Finance Committee. Conflicting views on this matter have been expressed in the Governing Body. On the one hand, the view has been
taken that taxation of salaries paid under an international budget should be avoided so as not to increase the contributions of the Members of the Organisation in a manner which would be inequitable to certain Members. On the other hand, some members of the Governing Body have considered that there were serious objections to the existence of a category of international officials who were not liable to fiscal obligations corresponding to those of citizens of the States Members of the Organisation. The supporters of these two arguments were in agreement in taking the view that the salaries paid to officials of the International Labour Office were determined on the basis of freedom from income tax and that any change in the position from this point of view would necessitate a compensatory adjustment of salaries.

The Agreement between the United Nations and the International Labour Organisation envisages "common personnel standards". Under these circumstances, the Governing Body will no doubt consider that it would be desirable to await the results of the present consultations with the United Nations before defining its own attitude to this question. It would appear necessary, however, to remind the Governing Body of the historical aspect of this question as it has presented itself to the League of Nations and the United Nations.

The principle of tax exemption, without distinction as to nationality, of salaries borne on the budgets of official international organisations was accepted both by the Assembly of the League of Nations and by the General Assembly of the United Nations. In fact, in 1921 the Assembly of the League of Nations unanimously adopted a report which dealt, inter alia, with the question of taxation of salaries and recommended that representations should be made to Governments to persuade them to exempt all officials of the League of Nations from any income tax in respect to salaries paid by the League. The principle of tax exemption of salaries without distinction as to nationality was accepted both in Switzerland, with regard to the Secretariat of the League of Nations and the International Labour Office, and in the Netherlands, with regard to officials of the Registry of the Permanent Court of International Justice. In Canada, the Treaties of Peace (Status of the International Labour Organisation) Order, 1941, provides that all salaries paid by the Organisation to the permanent members of its staff are exempt from all direct taxes. The same principle has been recognised in favour of the staffs of the various branch offices of the International Labour Office with the exception of the Washington Office, the United States not having been a Member of the League of Nations.

The question was thoroughly examined by the United Nations. During the First Part of the First Session of the General Assembly, Senator Vandenberg, Chairman of the Sub-Committee on Tax Equalisation, submitted the following report:

(1) The Sub-Committee believes there is no alternative to the proposition that tax exemption for United Nations Organisation salaries is indispensable to equity among its Member nations and equality among its personnel.

(2) It recommends that, pending this accomplishment, the budget should carry a contingent appropriation to equalise tax payments.

(3) It recommends that all of its files respecting staff contributions plans be referred to the Secretary-General for his information; and that further consideration of the matter be postponed pending his subsequent report and recommendation.

Senator Vandenberg declared that, in view of the complexity of the question, this report represented the best possible compromise.

The Convention on Privileges and Immunities approved by the General Assembly of the United Nations on 13 February 1946, in virtue of Article 105 of the Charter of the United Nations, provides that officials of the United Nations shall "be exempt from taxation on the salaries and emoluments paid to them by the United Nations".

During the Second Part of the First Session of the General Assembly of the United Nations, a recommendation was made that officials of the United Nations should be accorded exemption from taxation on salaries and allowances paid to them out of the budget of the Organisation, by a resolution on tax equalisation adopted on 7 December 1946 in the following terms:

The General Assembly, in order to achieve full application of the principle of equity among Members and equality among personnel of the United Nations, decides:

(1) That Members which have not yet completely exempted from taxation salaries and allowances paid out of the budget of the Organisation are requested to take early action on the matter.

(2) The question of a staff contributions plan in lieu of national taxation is referred to the Advisory Committee on Administrative and Budgetary Questions, which may request the Secretary-General to submit new proposals to the next regular session of the General Assembly.
Senator Vandenberg stressed that the United States Delegation had not considered that it had authority to take a decision on this matter and to take part in the vote while Congress had not decided to accept the principle of exemption. Senator Vandenberg emphasised that it was for Congress to take a decision on this matter.

During the First Part of the First Session, the General Assembly decided that “pending the necessary action being taken by Members to exempt from national taxation salaries and allowances paid out of the budget of the Organisation, the Secretary-General is authorised to reimburse staff members who are required to pay taxation on salaries and wages received from the Organisation”.

One of the exemptions provided under the General Convention on Immunities of the United Nations has not been included in the proposed Convention on the Privileges and Immunities of the International Labour Organisation submitted to the Conference at its 29th Session, namely, exemption from obligations relating to national service. When the problem arose in 1939 the Acting Director of the International Labour Office, acting in accordance with a decision taken by the Governing Body at its 86th Session (February 1939), addressed a letter to the Governments of the States Members of the International Labour Organisation, nationals of which were included in the staff of the Office, asking them, on behalf of the Governing Body, whether they were willing to agree to take special action with regard to their nationals who were members of the staff of the Office and who would in the normal way be enlisted, in order to enable the Organisation to function as completely and efficiently as possible in the event of international crisis. The replies from the Governments indicated that they were prepared to take appropriate measures to avoid too great a disorganisation of the activities of the Office in wartime. The question of national service of officials was thus solved in a practicable manner which did not offend the views of certain States for which exemption from all obligations regarding national service presented serious difficulties. Under these circumstances, it appeared preferable for the International Labour Organisation to continue for the time being to deal with this question on the basis of established practice rather than to lay down principles of so rigid a nature as to prejudice their general acceptance.

The system of immunities necessarily includes corresponding restrictions. The International Labour Organisation has always been conscious of the desirability of providing safeguards against the abuse of immunities. In General Office Instruction of 15 March 1936, which is still in force, it is stated:

1. The immunities conferred on officials of the International Labour Organisation have not been instituted for the furtherance of the personal interests and convenience of these officials. They are intended only to secure, in all circumstances, the free working of the international organisations, and the complete independence of their agents. The immunities attach to the function, and not to the person of those who hold them.

2. It is evident that the Director can in no circumstances permit the exercise of the immunities for other than their legitimate purpose, and he will have no hesitation in waiving them in any case where they constitute an obstacle to justified demands that do not affect the interests of the International Labour Office. The Director will take stern measures against any official endeavouring to take advantage of his immunities in order to evade his private obligations.

3. The attention of members of the staff is also called to the duties devolving upon them from their particular situation. The officials of the Office have been entrusted with a public international function and they are protected by immunities established in the interest of the States Members of the Organisation as a whole. This position imposes upon them the duty of maintaining a correct and reserved attitude towards the public authorities and the population of the country in which they reside.

There is no question of expecting members of the staff to forgo in any way their national sentiments or their political and religious convictions; but at any public demonstrations at which they may be present they should never forget the reserve and tact imposed upon them by their international functions.

These principles were reaffirmed in General Office Instruction of 3 September 1941. The Convention on the Privileges and Immunities of the United Nations contains a provision which appears to have been inspired by the same precedent as this instruction. It is evident that a similar provision, reflecting the spirit in which the Office has constantly endeavoured to apply the arrangements relating to its status and immunities in the various countries, should be inserted in any agreement which might be concluded in order to define the régime of immunities of the International Labour Organisation; consequently, such provisions are included in the proposed Convention submitted to the Conference at its 29th Session.

Definite proposals concerning the action which might be contemplated by the Governing Body to give effect to the Resolution adopted by the Conference will be prepared by the Office as soon as the consultations with the United Nations come to an end.

\[1\] Journal of the General Assembly, No. 34, p. 660, Resolution No. 12.
The Governing Body will no doubt agree that it would be difficult to deal with this question, which involves a great many complicated details, without a preliminary examination by a committee. For this reason, it would appear appropriate for the Governing Body to decide to refer the question for examination to its Standing Orders Committee with a view to a report being submitted to the Governing Body at its next session.

In the event of the Governing Body deciding to refer the question to the Standing Orders Committee, the Office could submit to the Committee a series of documents relating to the question. A list of these documents is given in the Annex to this paper. It would, of course, be understood that there might be added any other important items of information which might become available before the meeting of the Standing Orders Committee.

3. Other Questions

The present section deals with the action to be taken on the Resolutions¹ adopted by the 29th Session of the International Labour Conference, other than those dealt with in sections 1 and 2 above.

III. Resolution for the Adoption of the Budget of the 29th Financial Period, 1947, and for the Allocation of Expenses among States Members for 1947.

IV. Resolution concerning the Adoption of the Revised Statute of the Administrative Tribunal.

V. Resolution confirming the Terms of Office of the Judges of the Administrative Tribunal for Three Years.

VI. Resolution concerning the Adoption of the Revised Staff Pensions Regulations.

VII. Resolution concerning the Election by the Conference of Members of the Administrative Board of the Staff Pensions Fund.

VIII. Resolution concerning the Contributions Payable to the Pensions Fund in 1947.

No action by the Governing Body is required on any of these Resolutions.

X. Resolution concerning the Extension of Medical Examination to Young Agricultural Workers.

The terms of this Resolution are similar to those of Resolution No. XIII adopted by the Conference at its 27th Session, except that Resolution No. X defines the scope of the proposed extension of medical examination for fitness for employment as "children and young persons employed in agriculture or in the raising of livestock". When the Governing Body considered at its 98th Session Resolution No. XIII, adopted by the 27th Session of the Conference, it decided to place the question of the extension to agriculture of medical examination for fitness for employment of children and young persons on the agenda of the first session of the reconstituted Permanent Agricultural Committee.

The Governing Body will no doubt wish to define the question placed on the agenda of the Permanent Agricultural Committee in the terms recommended in the Resolution adopted by the 29th Session of the Conference.

XI. Resolution concerning Freedom of Labour.

This Resolution concerns in particular the Members named therein and it is suggested that the Director-General should write to the Governments of these Members, namely Australia, Belgium, France, India, Italy, the Netherlands, New Zealand and Portugal, drawing their special attention to it.

XII. Resolution Placing Certain Questions with regard to Non-Self-Governing Territories on the Agenda of the next General Session of the International Labour Conference.

As these questions have been placed on the agenda of the next session of the Conference, no decision is required of the Governing Body.

XIII. Resolution concerning Action by the Governing Body.

This resolution invites the Governing Body to examine four separate proposals which were made in the Committee on Dependent Territories at the 29th Session of the Conference.

(1) This question arose during the discussion of the text submitted by the Office relating to the insertion in the proposed Convention concerning social policy in non-self-governing territories of provisions concerning the improvement of standards of living. The Indian Workers' member moved an amendment to provide that minimum standards of living should be fixed by the International Labour Office. The amendment was rejected. However, following the discussion,

¹ For the text of these Resolutions, see Official Bulletin, Vol. XXIX, No. 4, 15 November 1946, pp. 317 et seq.
a resolution, proposed by the United States Government and seconded by the United Kingdom Government members, was adopted requesting the Governing Body to instruct the Office to be prepared to furnish technical assistance in this field.

The International Labour Office by its studies of conditions both in independent and in dependent countries, where attempts are being made to develop the cost-of-living surveys needed to ascertain the minimum standards of remuneration enabling workers to adapt themselves to new forms of social advance, is progressively equipping itself to render the technical assistance suggested. The enquiries now being made, in connection with the regional conferences, on Indonesia and the Caribbean, as well as the general statistical studies of the Office, will also be useful in this connection.

Should the proposed Convention concerning social policy in non-metropolitan territories be adopted at the next session of the Conference and should the periodical meetings be held which are suggested by the next paragraph of the resolution, particular proposals may have to be made to the Governing Body regarding more intensive enquiries into the manner of enquiring into living conditions and needs in these territories. For the present, however, it seems sufficient for the Governing Body to note the Conference resolution as one falling within the normal duties of the Office.

(2) As action on this part of the Resolution is conditional on the adoption by the 1947 Session of the Conference of the proposed Convention concerning social policy in non-self-governing territories, the Governing Body will no doubt wish to adjourn consideration of it until after that session of the Conference.

(3) During the Committee meetings at the International Labour Conference, the Portuguese Employers’ member proposed that provision should be made in the Convention under consideration for the study by regional commissions on the African continent of such problems as those of epidemics, sleeping sickness, locusts, soil erosion and the general barriers which impede production and lower living levels in widespread areas throughout Central Africa. The members of the Committee who took part in the discussion did not question the importance of the problems to which the Portuguese Employers’ member drew attention. They contended, however, that the action proposed transcended not only the scope of the Convention under discussion but also the general programme of the International Labour Organisation. The Mexican Government member considered that the proper procedure might be for the Office to refer this question to the appropriate specialised agencies of the United Nations, and the United States Government member introduced a motion that the amendment be submitted to the Governing Body with a view to bringing the proposals before the United Nations. It was this motion which was adopted after receiving support from the United Kingdom Government member, the South African Government member and the United Kingdom Employers’ member.

The attention of the General Assembly of the United Nations has already been drawn to the value for non-self-governing territories of regional conferences convened by the States responsible for the administration of such territories in any region. This Resolution, although adopted by the General Assembly, met with considerable opposition from some of the Governments principally concerned, an opposition directed, it would appear, not against the principle of regional organisation but against certain constitutional and political considerations which arose during the discussion of the original resolution and of its various amendments. The Resolution adopted by the International Labour Conference, however, was, it will have been noted, adopted with the support of the Governments chiefly concerned and is directed towards the constitution of regional commissions of an economic and scientific character. It may be that such a Resolution will be of value to the United Nations in directing attention to the problems of regional organisation which can be solved without arousing disagreements of a political character.

It is therefore suggested that the Resolution should be communicated to the Secretary-General of the United Nations with the suggestion that it should be brought to the notice of any committee which may be summoned to examine the information transmitted to the Secretary-General under Article 73 (e) of the Charter in respect of non-self-governing territories. The summoning of such a committee has been sanctioned by the General Assembly of the United Nations and provision has been made for invitations to be issued to representatives of the specialised agencies, including the International Labour Organisation.

(4) The proposal to establish a regional office of the International Labour Office on the African continent originated in the Committee of the Conference from a resolution moved by the South African Workers’ member. In its original form the resolution provoked opposition from employers’ and Government members. The French Government member drew attention to delicate problems raised by the resolution such as the possibility of jurisdictional confusion between the Office agency and the authorities responsible for the application of Conventions, while the Portuguese Government member also emphasised the question of national sovereignty involved. However, the text which is before the Governing Body is a modified version of the original text submitted to the Committee. It was proposed by the United Kingdom Government member, supported by the Belgian and French Government members and adopted by 22 votes to 8, the Government members of Australia, New Zealand and the Union of South Africa abstaining.

It would seem normal for the International Labour Office to extend its branch office system to the African continent. What specific function such a branch office could undertake would...
naturally be subject to specific decisions of the Governing Body. It therefore seems that the Resolution should not be interpreted in any wider sense than seeking the creation on the African continent of a branch office which, like any other branch office, would be under the control of the Director-General and of the Governing Body. No proposals to this effect are being made at the present stage. When, however, the Conference has taken a final decision on the problems of non-self-governing territories before it in 1947, it may be appropriate for the Director-General, after consulting the Governments principally concerned, to bring the matter once again to the Governing Body's attention when the budget for 1949 is under consideration. Such a postponement of action, moreover, appears appropriate in view of the proposals contained in (3) above.

It is therefore proposed that further consideration of the question of opening a branch office in Africa be deferred until the 1948 session of the Governing Body at which the budget for 1949 is discussed.


This Resolution requests the Governing Body to consider the desirability of placing on the agenda of a forthcoming session of the International Labour Conference discussion of the social problems of the indigenous populations of independent countries.

It will be remembered that in pursuance of a Resolution adopted by the Third Regional Conference of American States Members of the Organisation (Mexico City, April 1946) the Governing Body decided at its 101st Session to set up a Committee of Experts on Indigenous Labour, instructing the Office to submit detailed proposals concerning the composition of the committee at a later session. This committee, when duly constituted, will deal with precisely the type of problem to which Resolution No. XIV refers.

It is suggested that this Resolution should be recalled to the Governing Body's attention at a future session when it has under consideration a report of the Committee of Experts on Indigenous Labour.

ANNEX

DOCUMENTS RELATING TO THE PRIVILEGES AND IMMUNITIES OF INTERNATIONAL ORGANISATIONS WHICH MIGHT BE SUBMITTED TO THE STANDING ORDERS COMMITTEE

I. Reports submitted by the Office to the Committee on Constitutional Questions of the Governing Body at its session in January 1945.

II. Agreement between the Swiss Federal Council and the International Labour Organisation regarding the legal status of this Organisation in Switzerland and the Arrangement for the Execution of the Agreement.

III. Provisions relating to the privileges and immunities of international organisations in force in the United States, the United Kingdom and Canada:
   A. American law concerning the immunities of international organisations of 29 December 1945, and Executive Order of the President of the United States of 19 February 1946 relating to the said law.
   B. United Kingdom law on the immunities, privileges and capacities of international organisations of 17 November 1944, revised by the law on accordance of diplomatic privileges of 1 August 1946.
   C. Provisions enacted by the Canadian Government to apply the Covenant of the League of Nations and Canadian Treaties of Peace (Status of the International Labour Organisation) Order, 1941.

IV. Fiscal rules applicable to branch offices of the International Labour Organisation in China, France, India, Italy, the United Kingdom and the United States of America.

V. Provisions relating to the privileges and immunities of the following official international organisations:
   B. International Monetary Fund.
   C. International Bank for Reconstruction and Development.
   D. United Nations Relief and Rehabilitation Administration.
   E. European Central Inland Transport Organisation.
   F. United Nations Educational, Scientific and Cultural Organisation.
   G. United Nations Food and Agriculture Organisation.
   H. World Health Organisation.
   I. Intergovernmental Committee on Refugees.
   J. Provisional International Civil Aviation Organisation.
APPENDIX IX

NINTH ITEM ON THE AGENDA

INDUSTRIAL COMMITTEES

The first and second parts of this note refer to the meetings of the Textiles Committee and the Building, Civil Engineering and Public Works Committee, which took place in Brussels in November-December, 1946. The third part deals with questions which the Governing Body is asked to decide in connection with the programme of future meetings of Industrial Committees, and the fourth part contains suggestions for carrying out the Governing Body's decision to establish a committee for the chemical industries.

* * *

The Governing Body will be glad to know that the First Sessions of the Textiles Committee and the Building, Civil Engineering and Public Works Committee were no less encouraging than those of the four other Industrial Committees which preceded them. Eighteen of the 21 countries invited to participate in the work of the Textiles Committee were represented by 103 members, 10 substitute members and 21 advisers. The only countries which did not send representatives were the Argentine Republic, Brazil and Czechoslovakia. In the case of the Building, Civil Engineering and Public Works Committee, 19 of the 21 countries invited were represented by 105 members and 24 advisers. Czechoslovakia and Mexico did not participate.

The decisions of both Committees represented a wide area of agreement, and the resolutions adopted were all carried unanimously, or with only one or two dissentients. As these were the first sessions, the Committees could not be expected to go into the problems of their industries in any great detail. It will be noted, however, that they were able to have a preliminary exchange of views and opinions on a considerable number of questions, and that they have expressed a desire to pursue their discussions in future sessions. The results obtained at the meetings would seem to bear out the impression created by the meetings of other Industrial Committees, namely, that the Committees may be expected to make a notable contribution to the future work of the I.L.O.

Meeting of the Textiles Committee

The Textiles Committee of the I.L.O. held its First Session in Brussels from 14 to 22 November 1946 in the premises of the Government of the Province of Brabant. The session was presided over by Radi Bey, Egyptian Government representative on the Governing Body of the I.L.O., who had been chosen as Chairman by the Governing Body at its 98th Session (Montreal, May 1946).

The Vice-Chairmen appointed by the Committee were Mr. Vanderkerken, Belgian Employers' member, and Mr. Robertson, United Kingdom Workers' member.

Representatives attended the meeting from the following eighteen countries: Australia, Belgium, Canada, China, Denmark, Egypt, France, India, Italy, Mexico, Netherlands, Norway, Peru, Poland, Sweden, Switzerland, United Kingdom and United States. All these countries had appointed tripartite delegations. The International Federation of Textile Workers' Associations was represented by its Secretary, Mr. J. Stott. The number of persons present was 135, i.e., 103 full members, 10 substitute members, 21 advisers and one observer.

The representatives of the Governing Body of the International Labour Office who attended were: Radi Bey (Egypt), for the Government group; Mr. L. Cornil (Belgium), for the Employers' group, with Mr. J. Lecocq (Belgium) as substitute; and Mr. P. C. Finet (Belgium) for the Workers' group.

At the end of the opening sitting the Committee adopted Standing Orders and decided to appoint a Steering Committee to make proposals for the organisation of its work from day to day. The Steering Committee consisted of fifteen members. Radi Bey was appointed Chairman and Reporter; the Vice-Chairmen were Mr. Farrar, United Kingdom Employers' member, and Mr. Robertson, United Kingdom Workers' member. The Steering Committee met from time to time during the session.

During the first part of the session a general debate on the problems of the textile industry took place on the basis of a preliminary report which had been prepared by the International Labour Office. At the conclusion of the general debate, two Subcommittees—one on production
and related questions, and the other on social security and welfare—met to consider some of the problems of the industry in more detail and to make proposals for adoption by the Committee as a whole.

The Subcommittee on Production and Related Questions consisted of 45 members (15 Government, 15 Employers' and 15 Workers' members), with the following officers: Chairman: Mr. Vellodi (Indian Government member); Employers' Vice-Chairman: Mrs. Nousbaum (France); Workers' Vice-Chairman: Mr. Segier (Belgium).

The Subcommittee on Social Security and Welfare consisted of 45 members (15 Government, 15 Employers' and 15 Workers' members), with the following officers: Chairman: Mr. Hindahl (Norwegian Government member); Employers' Vice-Chairman: Mr. Tata (India); Workers' Vice-Chairman: Mr. Robertson (United Kingdom); Reporter: Mrs. Gloerfelt-Tarp (Danish Government member).

Each of the Subcommittees presented a report containing proposals for the consideration of the Committee as a whole. These reports were discussed at the closing plenary sittings of the Committee and adopted with a few slight drafting changes. The draft resolutions contained in the various reports are enumerated below.1

### Social Security and Welfare

The report of the Subcommittee on Social Security and Welfare was presented by Mrs. Gloerfelt-Tarp (Denmark). The following resolutions contained in the report were adopted:

- Resolution concerning improved working conditions and welfare facilities (82 votes to nil).
- Resolution concerning joint committees on health, welfare and safety (82 votes to nil).
- Resolution concerning social security (80 votes to nil).
- Resolution concerning holidays with pay (82 votes to nil).

The report as a whole was adopted unanimously.

### Production and Related Questions

The report of the Subcommittee on Production and Related Questions was presented by Mr. Vellodi (India). The following resolutions contained in the report were adopted:

- Resolution concerning enquiries to be undertaken by the I.L.O. (81 votes to nil).
- Resolution concerning full employment (73 votes to nil).
- Resolution concerning the need for increased production (74 votes to nil).
- Resolution concerning reduction of working hours (73 votes to nil, with one amendment).
- Resolution concerning a guaranteed adequate minimum weekly wage (67 votes to nil).
- Resolution concerning the increase of wages in the textile industry and on the application in this industry of the principle of equal remuneration for work of equal value (75 votes to nil).
- Resolution on the recruitment and training of personnel (74 votes to nil).

The report as a whole was adopted unanimously.

### Statement on the Work of the Textiles Committee

On the proposal of the Steering Committee the Committee adopted, by 70 votes to nil, a general statement on the Committee's work.

### Development of the Textile Industry in Germany and Japan

The Committee had before it a proposed resolution on the textile industry in Germany and Japan, which was submitted by the Employers' group, and an amendment submitted by the United States Government member. Both texts were, however, withdrawn in favour of a new draft submitted by the Employers' members with a view to securing general agreement. An amendment to the new draft was submitted by the Workers' members. After discussion, the new draft was amended and carried by 70 votes to nil.

### Non-ratification of Conventions

A proposed resolution drawing attention to certain Conventions which many Governments had not yet ratified was submitted by the Workers' members. On a record vote, 39 votes were cast for the resolution and two against, while there were 23 abstentions. As the number of votes required by the Standing Orders had not been attained, the resolution was not carried. The Workers' members gave notice that they would move a resolution on this subject at the next meeting.

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1 For the reports of the Subcommittees, together with the full text of the resolutions as amended by the plenary sitting, see INTERNATIONAL LABOUR ORGANISATION, Textiles Committee: Record of the First Session (Brussels, November 1946), Geneva, 1948, Appendices, pp. 183-198.
Place of Next Meeting.

On behalf of the Egyptian Government the Chairman invited the Committee to hold its next meeting in Egypt. This invitation was welcomed by the Committee, but it was explained to the Committee that the decision as to the place for the next meeting was a matter for the Governing Body. The Governing Body is therefore asked to consider this invitation.

In some of its resolutions the Committee invited the Office to undertake certain studies and enquiries, notably in the resolutions on social security, full employment, and enquiries to be undertaken by the I.L.O. Suggestions for study are also contained in the resolution on improved working conditions and welfare facilities. These suggestions are being examined.

A number of the resolutions of the Committee were addressed either to the Governments of the respective countries, or to the organisations of employers and workers, or to both Governments and organisations. The texts in question include the statement on the work of the Textiles Committee and the resolutions relating to improved working conditions and welfare facilities, joint committees on health, welfare and safety, holidays with pay, increased production, the reduction of working hours, a guaranteed adequate minimum weekly wage, the increase of wages in the textiles industry, recruitment and training of personnel. It is suggested that the attention of Governments should be drawn to these matters.

In two of its resolutions the Committee suggested that action might be taken by international organisations other than the I.L.O. Thus, in its statement on the work of the Textiles Committee, the Committee requested the Governing Body to draw the attention of Governments and of the competent specialised agencies of the United Nations to the problem of obtaining new machinery and equipment for the industry, while in the resolution on the development of the textile industry in Germany and Japan, the Committee asked the Governing Body to bring the problem of unfair competition from Germany and Japan to the notice of the Economic and Social Council, and other international organisations concerned. The Governing Body is requested to authorise the Director-General to communicate these requests to the Economic and Social Council as well as to the Governments.

Meeting of the Building, Civil Engineering and Public Works Committee

The Building, Civil Engineering and Public Works Committee of the I.L.O. held its First Session in Brussels from 25 November to 3 December 1946 in the premises of the Government of the Province of Brabant. The session was presided over by Mr. Hacke, Netherlands Government member of the Committee.

The Vice-Chairmen appointed by the Committee were Mr. Holoffe, Belgian Employers' member, and Mr. Gryson, Belgian Workers' member.

Representatives attended the meeting from the following nineteen countries: Australia, Belgium, Brazil, Canada, Chile, China, Denmark, Finland, France, India, Italy, Netherlands, Norway, Poland, Sweden, Switzerland, Union of South Africa, United Kingdom and United States. All but one of these countries had appointed tripartite delegations. The International Federation of Building and Woodworkers was represented by its General Secretary, Mr. J. W. van Achterbergh. The number present was 130, i.e., 105 full members, 24 advisers and one observer.

The representatives of the Governing Body of the International Labour Office who attended were: Mr. L. Cornil (Belgium) for the Employers' group; with Mr. J. Lecocq (Belgium) as substitute; and Mr. R. J. Watt (United States) for the Workers' group. Miss Stemberg, Netherlands Government representative on the Governing Body, who had been appointed to represent the Government group on the Governing Body at this meeting, was unable to attend.

At the end of the opening sitting the Committee adopted Standing Orders and decided to appoint a Steering Committee to make proposals for the organisation of its work from day to day.

The Steering Committee consisted of fifteen members. Mr. Hacke was appointed Chairman; the Vice-Chairman were Mr. Holoffe, Belgian Employers' member, and Mr. Gryson, Belgian Workers' member. The Steering Committee met from time to time during the session.

During the first part of the session a general debate on the problems of the construction industries took place, on the basis of a preliminary report which had been prepared by the International Labour Office. At the conclusion of the general debate, three Subcommittees—on general problems relating to production and reconstruction; on general conditions of work; and on industrial relations—met to consider some of the problems of the industry in more detail and to make proposals for adoption by the Committee as a whole.

The Subcommittee on General Problems relating to Production and Reconstruction consisted of 36 members (12 Government, 12 Employers' and 12 Workers' members), with the following officers: Chairman: Mr. Montgomerie (United Kingdom Government member); Employers' Vice-Chairman: Mr. Holoffe (Belgium); Workers' Vice-Chairman: Mr. Tyler (Union of South Africa); Reporter: Mr. Holoffe.
The Subcommittee on General Conditions of Work consisted of 36 members (12 Government, 12 Employers' and 12 Workers' members), with the following officers: Chairman: Mr. Large (Australian Government member); Employers' Vice-Chairman: Mr. Tassin (Belgium); Workers' Vice-Chairman: Mr. Haggerty (United States); Reporter: Mr. Haggerty.

The Subcommittee on Industrial Relations consisted of 18 members (6 Government, 6 Employers' and 6 Workers' members), with the following officers: Chairman and Reporter: Mr. Saraiva (Brazilian Government member); Employers' Vice-Chairman: Mr. Jones (United Kingdom); Workers' Vice-Chairman: Mr. Björkman (Sweden).

Each of the Subcommittees presented a report containing proposals for the consideration of the Committee as a whole. These reports were discussed at plenary sittings of the Committee and adopted with a few slight drafting changes. The draft resolutions contained in the various reports are enumerated below.¹

**Industrial Relations.**

The report of the Subcommittee on Industrial Relations was presented by Mr. Saraiva (Brazil). The following resolutions contained in the report were adopted:

- Resolution concerning general principles (87 votes to nil).
- Resolution concerning industrial peace (78 votes to nil).
- Resolution concerning collaboration in the construction industries (83 votes to nil).
- Resolution concerning the establishment of national committees in the construction industry (85 votes to nil).
- Resolution concerning a study on industrial relations to be undertaken by the International Labour Office (87 votes to nil).

The report as a whole was adopted unanimously.

**General Conditions of Work.**

The report of the Subcommittee on General Conditions of Work was presented by Mr. Haggerty (United States). The two resolutions contained in the report were adopted, as indicated below:

- Resolution concerning general conditions of work. The various sections of this resolution were adopted as follows:
  1. Safety and health (80 votes to nil).
  2. Social security (adopted with two amendments by 76 votes to 2).
  3. Daily working hours and methods of remuneration (adopted with two amendments by 69 votes to 3).
  4. Weekly hours of work (adopted with the deletion of two paragraphs, by 50 votes to 8).
  5. Holidays with pay (77 votes to nil).
  6. Stabilisation of employment and of earnings (64 votes to 6).

The resolution as a whole was adopted by 63 votes to 2.

- Resolution concerning rural housing (67 votes to nil).

The report as a whole was adopted unanimously.

**General Problems relating to Production and Reconstruction.**

The report of the Subcommittee on General Problems relating to Production and Reconstruction was presented by Mr. Holoffe (Belgium). The Subcommittee submitted a statement on the problems of production and reconstruction in the construction industries, together with five resolutions. These texts were adopted by the Committee, as follows:

- Statement concerning the problems of production and reconstruction in the construction industries (61 votes to nil).
- Resolution concerning programmes of work in the construction industries (60 votes to nil).
- Resolution concerning production in the construction industries (59 votes to nil).
- Resolution concerning problems of reconstruction (61 votes to nil).

¹ For the reports of the Subcommittees, together with the full texts of the resolutions as amended by the plenary sitting, see INTERNATIONAL LABOUR ORGANISATION, Building, Civil Engineering and Public Works Committee: Record of the First Session (Brussels, November-December 1946), Geneva, 1948, Appendices, pp. 223-249.
Resolution concerning recruitment and vocational training of manpower in the construction industries (58 votes to nil).
Resolution concerning the stabilisation of employment in the construction industries (60 votes to nil).

The report as a whole was adopted unanimously.

* * *

Some of the Committee's resolutions mentioned subjects which the Committee wishes the Office to study, particularly the resolution concerning a study on industrial relations, the section of the resolution on general conditions of work relating to holidays with pay, and the resolution on rural housing. Suggestions for study were also included in the resolutions on collaboration in the construction industries, production in the construction industries, reconstruction, recruitment and vocational training, and the sections of the resolution on general conditions of work relating to safety and health, and daily working hours and methods of remuneration. These suggestions are being examined.

In the section of the resolution on general conditions of work relating to weekly hours of work, the Committee requested the Governing Body to place the question of the 40-hour week on the agenda of the next meeting of the Committee. It is proposed that this request be examined when the agenda for the Committee's next session is under consideration.

Most of the resolutions were addressed either to the Governments of the respective countries, or to the organisations of employers and workers, or to both Governments and organisations. These resolutions included those concerning the general principles of industrial relations, industrial peace, collaboration in the construction industries, the establishment of national committees in the construction industries, the sections of the resolution concerning general conditions of work relating to safety and health, social security, daily working hours and methods of remuneration and the stabilisation of employment and earnings, as well as the statement relating to the problems of production and reconstruction in the construction industries, and the resolutions concerning programmes of work, production, problems of reconstruction, recruitment and vocational training, and the stabilisation of employment in the construction industries. It is suggested that the attention of Governments should be drawn to these matters.

In some of its resolutions the Committee suggested that action might be taken by international organisations other than the I.L.O. Thus, the section of the resolution on general conditions of work relating to safety and health expresses the hope that the joint committee of the I.L.O. and the World Health Organisation will devote special attention to the health problems of the construction industries. The Governing Body is invited to take note of this. Again, in the resolution concerning problems of reconstruction in the construction industries, the Committee invites the Governing Body of the I.L.O. to draw the attention of the international organisations concerned to the necessity for an equitable flow of world trade, in order to ensure a better distribution of the factors essential to the construction industries, and also invites the I.L.O. to establish, in collaboration with the competent international organisations, statistics relating to the needs, resources, materials and supplies of manpower, and to the capacity of production of the construction industries. The Governing Body is requested to authorise the Director-General to communicate these views to the Economic and Social Council, as well as to the Governments.

Programme of Meetings

A number of questions arise in connection with the meetings of Industrial Committees which are due to be held in 1947.

Petroleum Committee.

At its 99th Session (Montreal, September 1946), the Governing Body authorised the Director-General to convene the First Session of the Petroleum Committee in Lima at a date to be decided upon in consultation with the Chairman of the Governing Body and with the Peruvian Government. The meeting was accordingly convened for 3 to 12 February 1947.

Subsequently, the Peruvian Government informed the Office that it was reluctantly obliged to withdraw its invitation for the Committee to meet in Lima, though this did not imply any diminution in its desire to take part in the Committee's work. The Director-General thereupon approached the Government of the United States and was assured that the meeting might be held in California on the dates originally fixed. After the necessary consultations had been undertaken, the Governments of the countries represented on the Committee were notified that the meeting would be held from 3 to 12 February in Los Angeles.

The Governing Body will be gratified to know that an invitation was received from the Mexican Government to hold the meeting in Mexico. The invitation did not arrive, however, until after the alternative arrangements had been made with the United States Government.
Coal Mines Committee and Inland Transport Committee.

At its 99th Session, the Governing Body authorised the Director-General to convene the Second Sessions of the Coal Mines Committee and the Inland Transport Committee in Geneva, at dates to be decided upon in consultation with the Chairman of the Governing Body. The meetings have accordingly been convened as follows: Coal Mines Committee, 22 April; Inland Transport Committee, 6 May. This leaves three or four days between the two meetings to enable the staff to complete the documents for the first meeting and to prepare for the second.

It is assumed that the Government of each country represented on the Committee will be entitled to appoint six members, i.e., two from each group.

Iron and Steel Committee and Metal Trades Committee.

At its 99th Session, the Governing Body agreed that the meetings of the Iron and Steel Committee and the Metal Trades Committee should be held in Stockholm in August 1947. It is now proposed that these meetings should be convened for the following dates: Iron and Steel Committee, 19 August; Metal Trades Committee, 3 September, which will allow three or four days between the two meetings as in the case of the other two Committees mentioned above. These dates have been selected to meet the convenience of the Swedish Government, which is acting as host to the Committees on this occasion. In addition, regard has been had to the necessity of fitting in the meetings with the rest of the Organisation's very full programme; in particular, it will be necessary to allow time for the interpreters employed at the Sixth Conference of Labour Statisticians, opening in Montreal on 4 August 1947, to travel to Stockholm for the Industrial Committee meetings, and to release those members of the secretariat who will be attending the New Delhi Conference in time to travel to India.

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 representatives to these meetings during the course of the present session.

It will also be necessary for the Governing Body to appoint the chairmen for these meetings, unless it prefers to leave the Committees to appoint their own chairmen. It is suggested that this matter, too, might be decided during the course of the present session.

Textiles Committee and Building, Civil Engineering and Public Works Committee.

Proposals concerning the arrangements for the Second Sessions of these Committees will be laid before the Governing Body in a supplementary note.

New Committee for the Chemical Industries

At its 99th Session, the Governing Body decided in principle that a new Industrial Committee should be established for the chemical industries. As no provision has been made for a meeting of this Committee in the budget for 1947, it is assumed that the Committee will not be able to hold its first session until 1948.

In the meantime, as in the case of the other Industrial Committees, it will be necessary for the Governing Body to decide which countries are to be invited to be represented on the Committee. Presumably the eight countries of chief industrial importance would wish to be represented. There are, however, a number of other countries with substantial chemical industries and these, too, would need to be included. A preliminary survey indicates that the following countries might form the nucleus for the new Committee: Belgium, Brazil, Canada, China, France, India, Italy, Netherlands, Mexico, Sweden, Switzerland, United Kingdom and United States.

It is suggested that the above-mentioned countries be invited to be represented on the Chemicals Committee, it being understood that other countries may be added later.

Supplementary Note

Textiles Committee and Building, Civil Engineering and Public Works Committee

In the previous note on this subject, it was explained that proposals concerning the arrangements for the Second Sessions of the above Committees would be laid before the Governing Body in a supplementary note. It is accordingly suggested that the agendas for the two meetings be determined by the Governing Body during its present session in order that the Office may have sufficient time for the preparation of the necessary reports. Taking account of the desires expressed by the two Committees, it is suggested that the agendas for the Second Sessions be as follows:

Textiles Committee.

1. General report, dealing particularly with—
   (a) action taken in the various countries in the light of the decisions of the first meeting;
   (b) steps taken by the Office to follow up the studies and enquiries proposed by the Committee; and
   (c) recent events and developments in the industry.
2. The changing international distribution of the textile industries.
3. Employment problems, with special reference to recruitment and training.
4. Industrial relations.

Building, Civil Engineering and Public Works Committee.
1. General report, dealing particularly with—
   (a) action taken in the various countries in the light of the decisions of the first meeting;
   (b) steps taken by the Office to follow up the duties and enquiries proposed by the Committee; and
   (c) recent events and developments in the industry.
2. Instability of employment in the construction industry.
3. Recruitment and training for the construction industry.
4. Industrial relations.

Proposed New Committees for the Timber and Woodworking Industries

In a letter dated 6 January 1947 the International Federation of Building and Woodworkers has suggested that an Industrial Committee be appointed for the timber industry and another for the woodworking industry; or, alternatively, that a single committee be set up to cover both industries. The text of the letter will be found in the Annex to this note.

As there has not yet been time for the proposal to be studied in detail, the Governing Body might prefer to consider it at its next session. Meanwhile, the following preliminary remarks may be of interest.

Wood plays an extremely important part in general reconstruction work (poles, sleepers, building) and also forms the basis for certain other industries (such as cellulose, rayon and paper). Several millions of people are regularly employed in the timber industry and there are also large numbers of seasonal workers (cutters, rafters, sorters). The timber industry is of interest, as a national asset and a source of living for large sections of the population, to countries of all zones. In Europe, the main timber-producing countries are the U.S.S.R., Finland, Norway, Sweden, Poland, Rumania, Yugoslavia, Austria and Czechoslovakia; in America both the United States and Canada (especially the western States and Provinces); in Latin America practically all countries are important, at least potentially; in Asia, Burma, Indo-China and the whole of the Malayan archipelago; in Africa the western parts have a very important timber industry; and finally both Australia and New Zealand are substantial timber-producing countries.

In view of the Resolution adopted by the 1939 Session of the International Labour Conference, it is assumed that the Governing Body will wish to examine the matter further and it is suggested that the Governing Body consider the request made by the International Federation of Building and Woodworkers at its next session.

ANNEX

LETTER FROM THE INTERNATIONAL FEDERATION OF BUILDING AND WOODWORKERS TO THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE, MONTREAL.

Amsterdam, 6 January 1947.

Dear Sirs,

In a memorandum to the International Labour Office of 6 January 1938 we have drawn your attention to the necessity of protection of the workers in the lumbering and woodworking trades.

In their meeting of 1938 the International Labour Conference took a decision concerning that part of the lumber industry that affects wood as a raw material. This resolution has been adopted in the following terms:

Whereas forestry plays a prominent, not to say decisive, part in the general economy of a large number of countries and areas throughout the world;
Whereas the increasing importance of wood as an industrial raw material for meeting vital human demands is steadily making the part played by forestry more evident;
Whereas the millions of forestry workers, who in the timber-producing countries proper form a class of workers with special characters of its own, should not be deprived of their fair share of social and cultural progress;
Whereas the remoteness of the workplaces, the influence of the weather, and the high
risk of accident mean special hardships and dangers for this class of workers in carrying on 
their occupation, hardships and dangers which nevertheless can be much alleviated by 
systematic action;

The Conference requests the Governing Body to consider the desirability:

Of instructing the International Labour Office at the earliest possible date to organise 
a worldwide enquiry into the standard of living and conditions of employment of the workers 
engaged in the production of timber as a raw material;

Of taking steps which may lead to an improvement in the situation of forestry workers, 
if possible in the form of Conventions and Recommendations, especially in regard to the 
questions of housing, the accommodation and maintenance given at the workplace, general 
hygiene, occupational diseases, accident prevention, and the truck system, and also in regard 
to general questions of wages and hours of work;

Of setting up a permanent joint committee on questions concerning forestry workers, 
which should consist of representatives of the three groups of the Governing Body, together 
with representatives of the international bodies concerned and other experts, and should 
act in an advisory capacity when the International Labour Organisation treats any of these 
questions.

In consequence of the outbreak of the second world war this resolution of the International 
Labour Conference did not get any practical effect. However, the reasons that led to the adoption 
of this resolution are still existing. It even may be supposed that the dangers for the workers 
have grown worse in consequence of the increase of mechanical work in the wood trade.

Meanwhile your Office has decided to appoint Industrial Committees for several industries; 
these committees have a more extensive task than a committee as held in prospect in the above-
mentioned resolution of the International Labour Conference.

And exactly this more extensive task, which these Industrial Committees are charged with, 
makes it desirable that an Industrial Committee for the lumber industry and the industries 
connected with it may be appointed as soon as possible.

Everywhere the production of wood has been placed into the centre of interest, and a great 
number of problems connected with it form a continual source of studies both in the trade press 
and in other periodicals.

The future of this industry also demands general attention, and the number of difficulties 
arising in this field are so great that it is absolutely necessary as soon as possible to come to a right 
idea of the situation and to the taking or recommendation of right measures.

We therefore request you to appoint an industrial committee for this part of the lumber 
industry at short date.

For the woodworking industries, as far as they do not fall under the building industry, an 
industrial committee would be desirable too.

In the above-mentioned memorandum to your Office we have already reminded of the great 
percentage of accidents among the workers of these industries. To this part of the woodworking 
industry too it is applicable, however, that the number of problems of a more general interest 
is growing. Especially the competition is raising an increasing number of problems that have 
to be discussed internationally. The exportation of furniture from several countries, of parts 
of houses and also of prefabricated houses is increasing, and this fact raises questions that may 
have consequences, especially for the labour conditions, resulting from the expected competition.

The lack of sufficient and efficient wood is also of striking actuality in this branch of the wood-
working industry.

It seems necessary to us that an industrial committee be appointed also for this branch of the 
industry, and for this reason we request you to decide the instalment of an industrial 
committee for the woodworking industry.

In connection with the extensive task laid upon the Industrial Committees it might be taken 
to consideration to do with one committee for both the lumber industry and the woodworking 
industry. It is true that in this case the field of working for such a committee will extend impor-
tantly, but it would make it possible to deal in the near future with urgent problems affecting 
both groups. Experience will teach us if it will be desirable to split up such a committee, in future.

We beg to recommend to your consideration this suggestion in order to prevent that a choice 
should be made in case your Office would not be able to meet our request to appoint two industrial 
committees.

We have the honour to remain, etc.,

For the International Federation 
of Building and Woodworkers:

(Signed) J. W. VAN ACHTERBERGH, 
General Secretary,
SECOND SUPPLEMENTARY NOTE

Membership of the Metal Trades Committee

The following letter has been received from the Secretary for Labour for the Union of South Africa:


Sir,

In view of the importance to this country of the deliberations of the Metal Trades Industrial Committee, I have the honour to submit a formal application, on behalf of the Government of the Union of South Africa, for membership of that Committee.

It will be appreciated if the application may be placed before the Governing Body at its forthcoming (101st) Session at Geneva.

Your obedient Servant,

(Signed) L. EKIN,
Secretary for Labour.

This request is accordingly placed before the Governing Body for its consideration.
APPENDIX X

TENTH ITEM ON THE AGENDA
RELATIONS WITH OTHER INTERNATIONAL ORGANISATIONS

I. UNITED NATIONS

Agreement between the United Nations and the International Labour Organisation

On 2 October 1946 the Director-General informed the Secretary-General of the United Nations that the Agreement between the United Nations and the International Labour Organisation had been approved by the International Labour Conference.

The General Assembly referred to a Joint Committee of its Second Committee, which deals with economic questions, and its Third Committee which deals with social questions, the two items: "Relations between the United Nations and the Specialised Agencies" and "Consideration and Approval of Agreements concluded with the Specialised Agencies".

Some representatives expressed doubts as to whether certain specific articles should be included in the agreements. The Soviet representative submitted the text of an amendment to the resolution under discussion requesting the General Assembly to recommend that the Economic and Social Council re-examine the agreements with the specialised agencies concerned, and particularly the articles on "Reciprocal Representation" and "Budgetary and Financial Arrangements", with a view to bringing them into complete accord with the Charter of the United Nations. The general feeling of the Committee was contrary to that view and the amendment was rejected. The related question of "Budgetary Relationship with Specialised Agencies" was discussed in the Fifth Committee (which deals with financial and administrative questions). The representative of the Soviet Union, in the course of this discussion, declared that, according to the terms of the Charter, no close financial relationships between the United Nations and the specialised agencies should be established. He was opposed to the resolution on this question which was adopted at a later stage by the General Assembly, and which is reproduced in the appropriate section of this report. The opinion was expressed that the agreements had been concluded by the Economic and Social Council in accordance with the Charter and had been submitted to the General Assembly for its approval. Any amendment would signify the rejection of the agreements and would necessitate their re-negotiation.

In accordance with the instructions of the General Assembly, the articles in the agreements on relations between the specialised agencies and the International Court of Justice were referred to the Legal Committee for examination from the legal point of view and for report to the Joint Committee. The Sixth Committee, which deals with legal questions, recommended that the general authorisation provided for in the agreement with the International Labour Organisation should be granted to the four specialised agencies, as recommended by the Economic and Social Council. It expressed the view that the General Assembly is competent under the Charter to revoke such general authorisation but did not consider that any change in the agreements was called for.

On the recommendation of the Joint Second and Third Committee, the General Assembly, in the course of its Sixty-fifth Plenary Session held on Saturday, 14 December 1946, adopted by 44 votes with 5 abstentions the following resolution:

The General Assembly,

Whereas agreements entered into by the Economic and Social Council with certain specialized agencies have now been submitted to the General Assembly for its approval,

Resolves to approve the agreements with the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization, provided that in the case of the agreement with the International Civil Aviation Organization, the Organization complies with any decision of the General Assembly regarding Franco Spain;

Furthermore, considering it essential that the policies and activities of the specialized agencies and of the organs of the United Nations should be co-ordinated,

Requests the Economic and Social Council to follow carefully the progress of such collaboration; and
Instructs the Economic and Social Council to report on this question to the General Assembly within the space of three years so as to keep the General Assembly informed and in order that the Council and the General Assembly may, if necessary, and after consultation with the said agencies, formulate suitable proposals for improving such collaboration.

The following Protocol recording the entry into force of the Agreement between the United Nations and the International Labour Organisation was signed on 19 December 1946 by the Secretary-General of the United Nations and the Director-General:

PROTOCOL CONCERNING THE ENTRY INTO FORCE OF THE AGREEMENT BETWEEN THE UNITED NATIONS AND THE INTERNATIONAL LABOUR ORGANIZATION

Article 57 of the Charter of the United Nations provides that specialized agencies established by intergovernmental agreement and having wide international responsibilities as defined in their basic instruments in economic, social, cultural, educational, health and related fields shall be brought into relationship with the United Nations. Article 63 of the Charter provides that the Economic and Social Council may enter into agreements with any of the agencies referred to in Article 57, defining the terms on which the agency concerned shall be brought into relationship with the United Nations, and specifies that such agreements shall be subject to approval by the General Assembly.

The International Labour Conference, meeting in its Twenty-seventh Session in Paris on 3 November 1945, adopted a resolution confirming the desire of the International Labour Organization to enter into relationship with the United Nations, and to co-operate fully for the attainment of the ends of the United Nations, while retaining the authority essential for the discharge of its responsibilities under the Constitution of the Organization and the Declaration of Philadelphia, and authorizing the Governing Body of the International Labour Office to enter, subject to the approval of the Conference, into such agreements with the appropriate authorities of the United Nations as might be necessary or desirable for this purpose.

The Economic and Social Council, during its first session, in January-February 1946, adopted a resolution establishing a Committee of the Council on Negotiations with Specialized Agencies which was directed to enter into negotiations as early as possible with the International Labour Organization.

Negotiations between the Committee on Negotiations with Specialized Agencies of the Economic and Social Council and the Negotiating Delegation of the International Labour Organization took place in New York on 28 and 29 May 1946 and resulted in an Agreement. This Agreement was signed on 30 May 1946 by Sir A. Ramaswami Mudaliar, President of the Economic and Social Council and Chairman of the Committee on Negotiations with Specialized Agencies, and Mr. G. Myrddin-Evans, Chairman of the Governing Body of the International Labour Office and of the Negotiating Delegation of the International Labour Organization.

On 21 June 1946, the Economic and Social Council, during its second session, unanimously recommended the Agreement between the United Nations and the International Labour Organization to the General Assembly for its approval.

Article XX of the Agreement provides that the Agreement shall come into force on its approval by the General Assembly of the United Nations and the General Conference of the International Labour Organization.

The Agreement was approved by the General Assembly of the United Nations on 14 December 1946 and by the General Conference of the International Labour Organization on 2 October 1946.

The Agreement accordingly came into force on 14 December 1946.

A copy of the authentic text of the Agreement is attached hereto.

IN FAITH WHEREOF we have appended our signatures this nineteenth day of December, one thousand nine hundred and forty-six, to two original copies of the present Protocol, the text of which consists of versions in the English and French languages which are equally authentic. One of the original copies will be filed and recorded with the Secretariat of the United Nations and the other will be deposited in the archives of the International Labour Office.

(Signed) TRYGVE LIE,
Secretary-General of the United Nations.
(Signed) EDWARD PHELAN,
Director-General of the International Labour Office.

The Governing Body will no doubt wish to take note with satisfaction of the entry into force of the Agreement between the United Nations and the International Labour Organisation.
General Assembly

SECOND PART OF THE FIRST SESSION

The Director-General attended the Second Part of the First Session of the General Assembly, which met in New York from 23 October 1946 to 15 December 1946, as the personal guest of the Secretary-General of the United Nations.

Economic Reconstruction of Devastated Areas

The General Assembly adopted on 11 December 1946 the following resolution concerning the economic reconstruction of devastated areas:

The General Assembly,

Taking note of the Preliminary Report of the Temporary Sub-Commission on Economic Reconstruction of Devastated Areas (document A/147), and of the relevant resolution of the Economic and Social Council of 3 October 1946 (document A/126), and recognizing the urgent need for international co-operation in the reconstruction of devastated areas:

1. Approves the General Resolution of the Economic and Social Council, the resolution on Survey of the Economic Reconstruction of Devastated Areas in Asia and the Far East, and the resolution for continuing the work of the Sub-Commission on Devastated Areas in Europe (document E/245);

2. Urges the Members of the United Nations, the Economic and Social Council, and the specialized agencies and intergovernmental organizations concerned, to take all possible steps, within their respective fields of activity, which may lead to the early solution of the problems of economic reconstruction of devastated areas;

3. Directs the Secretary-General to transmit to the International Bank for Reconstruction and Development the opinion of the General Assembly that, if the economic reconstruction of devastated areas is not to be unduly delayed, the International Bank should come into full effective operation at the earliest possible date so that, in accordance with the special functions laid down for the Bank in its Articles of Agreement, it may be able, early in 1947, to make the fullest possible contribution toward the needs of economic reconstruction;

4. Recommends that the Economic and Social Council and its Commissions consider undertaking as soon as possible, in co-operation with the Specialized Agencies concerned, a general survey of raw material resources needed for the economic reconstruction of devastated areas, with a view to recommending the adoption of the necessary measures to increase and promote production and to facilitate transportation of those materials from the producing areas to the devastated areas;

5. Further recommends that, in order to give effective aid to the countries devastated by war, the Economic and Social Council at its next session give prompt and favourable consideration to the establishment of an economic commission for Europe and an economic commission for Asia and the Far East.

The Governing Body may wish to place on record the willingness of the International Labour Organisation to participate, in accordance with the terms of the Agreement between the Organisation and the United Nations, in any economic commissions for Europe and for Asia and the Far East which may be established by the Economic and Social Council.

International Refugee Organisation

The General Assembly of the United Nations in the course of the First Part of its First Session referred the question of refugees and displaced persons to the Economic and Social Council for consideration and report to the Second Part of the First Session. On the basis of proposals prepared by the Economic and Social Council, the General Assembly adopted during the second part of the First Session a Constitution for the International Refugee Organisation.

The functions of the International Refugee Organisation, according to Article 2 of the Constitution, include the repatriation, identification, registration and classification, the care and assistance, the legal and political protection, the transport, and the resettlement or re-establishment in countries able and willing to receive them, of persons who are the concern of the Organisation. The technical definitions of refugees and displaced persons of concern to the International Refugee Organisation are set forth in detailed annexes to the Constitution.

The relationship between the International Refugee Organisation and other international organisations is dealt with in Articles 3 and 14 of the Constitution. Article 14 provides in part...
that: "Subject to the provisions of the agreement to be negotiated with the United Nations pursuant to Article 3 of this Constitution, the Organisation may establish such effective relationships as may be desirable with other international organisations."

The Director-General has received from the Secretary-General of the United Nations an invitation to be represented at the First Session of the Preparatory Commission of the International Refugee Organisation, which has been convened to meet in Geneva on 11 February 1947. The I.L.O. will be represented at this meeting by Mr. C. W. H. Weaver, Principal Chief of Section.

The Governing Body will doubtless agree that the International Labour Office should continue to maintain with the International Refugee Organisation the close contact which has always been maintained with the Nansen Office for Refugees, the High Commissioner for Refugees of the League of Nations, and the Inter-governmental Committee on Refugees.

It is suggested that the International Refugee Organisation, and, pending its establishment, the I.R.O. Preparatory Commission, should be added to the list of organisations invited to be represented at I.L.O. meetings.

Establishment of an International Children's Emergency Fund

On 11 December 1946 the General Assembly adopted a resolution establishing an International Children's Emergency Fund. This resolution provides that the Fund shall be utilised and administered for the benefit of children and adolescents of countries which were victims of aggression or countries receiving assistance from U.N.R.R.A. in order to assist in the rehabilitation of such children.

The Fund shall be administered by an Executive Director under policies, including the determination of programmes and allocations of funds, established by an Executive Board. The general supervision of the operation of the Fund is entrusted to the Economic and Social Council and to the General Assembly of the United Nations. The Executive Board may, as occasion arises, invite representatives of specialised agencies for consultation on matters within their competence.

The first contribution to the Fund was made by the U.N.R.R.A. Council which, in the course of its Sixth Session, transferred the sum of $550,000 to the Fund.

Provision of Expert Advice by the United Nations to Member Governments

On 14 December 1946 the General Assembly adopted the following resolution on provision of expert advice by the United Nations to Member Governments:

The General Assembly,

Considering that the Members of the United Nations are not all equally developed;

Considering that some Member Nations may need expert advice in the various fields of economic, social and cultural development;

Considering the responsibility of the United Nations under the Charter for assisting in such development;

Recognising the importance of such development for the peace and prosperity of the world;

Recognising the responsibility of the specialised agencies in their respective fields:

Decides to refer to the Economic and Social Council for study the question of providing effective ways and means for furnishing, in co-operation with the specialised agencies, expert advice in the economic, social and cultural fields to Member Nations who desire this assistance.

The Governing Body will recall that Article 10 (2) (b) of the Constitution of the Organisation as amended by the 1946 Instrument of Amendment provides that, subject to such directions as the Governing Body may give, the Office will accord to Governments at their request all appropriate assistance within its power in connection with the framing of laws and regulations on the basis of the decisions of the Conference and the improvement of administrative practices and systems of inspection. Proposals to equip the Office to perform such tasks more efficiently in the future are being submitted in the 1948 budget estimates. The Governing Body will be kept informed of further developments in the consideration of this matter by the United Nations.

Trusteeship Agreements

The General Assembly approved eight Trusteeship Agreements for the territories of New Guinea, Western Samoa, Ruanda-Urundi, Tanganyika, Togoland under British Mandate, Togoland under French Mandate, Cameroons under British Mandate, and Cameroons under French Mandate.

The eight Trusteeship Agreements contain provisions for the application of international conventions in trust territories and authorise the administering authority to arrange for the participation of such territories in various forms of international co-operation.
The provisions on this subject contained in the Trusteeship Agreement for Tanganyika are as follows:

**Article 7**

The Administering Authority undertakes to apply in Tanganyika the provisions of any international conventions and recommendations already existing or hereafter drawn up by the United Nations or by the specialised agencies referred to in Article 57 of the Charter, which may be appropriate to the particular circumstances of the territory and which would conduce to the achievement of the basic objectives of the International Trusteeship System.

**Article 15**

The Administering Authority may arrange for the co-operation of Tanganyika in any regional advisory commission, regional technical organisation or other voluntary association of States, any specialised international bodies, public or private, or other forms of international activity not inconsistent with the United Nations Charter.

Analogous provisions are contained in the other Trusteeship Agreements.

The Governing Body will recall that the Constitution of the Organisation, as amended by the 1946 Instrument of Amendment, includes an undertaking by Members that Conventions which they have ratified in accordance with the provisions of this Constitution shall be applied to the non-metropolitan territories for whose international relations they are responsible, including any trust territories for which they are the administering authority, except where the subject matter of the Convention is within the self-governing powers of the territory or the Convention is inapplicable owing to the local conditions or subject to such modifications as may be necessary to adapt the Convention to local conditions; the Constitution further provides that a declaration accepting the obligations of any Convention may be communicated to the Director-General of the International Labour Office by any international authority responsible for the administration of any territory, in virtue of the Charter of the United Nations or otherwise, in respect of any such territory.

**Constitution of the Trusteeship Council**

The approval by the General Assembly of the eight Trusteeship Agreements has made it possible to constitute the Trusteeship Council.

The Members of the Trusteeship Council are as follows: Australia, Belgium, France, New Zealand, the United Kingdom (which have been designated as administering authorities for trust territories); China, the United States and the Union of Soviet Socialist Republics (as permanent members of the Security Council which have not been designated as administering authorities for trust territories); Mexico and Iraq (which have been elected by the General Assembly in order to ensure that the total number of members of the Trusteeship Council is equally divided between those members of the United Nations which administer trust territories and those which do not).

The General Assembly directed the Secretary-General to convene the First Session of the Trusteeship Council not later than 15 March 1947.

The Governing Body will recall that the Agreement between the United Nations and the International Labour Organisation provides that the International Labour Organisation agrees to co-operate with the Trusteeship Council in the carrying out of its functions and in particular agrees that it will, to the greatest extent possible, render such assistance as the Trusteeship Council may request in regard to matters with which the Organisation is concerned.

**Transmission of Information concerning Non-Self-Governing Territories under Article 73 (e) of the Charter**

The General Assembly adopted a resolution supplementing the resolution of 9 February 1946 by which it requested the Secretary-General to include in his annual report on the work of the Organisation a statement summarising such information as may have been transmitted to him by Members of the United Nations under Article 73 (e) of the Charter relating to economic, social and educational conditions in the territories for which they are responsible, other than those to which Chapters XII and XIII apply.

In its new resolution, the General Assembly points out that information has already been transmitted by some Governments and that other Governments have declared their intention of transmitting information.

The substantive provisions of the resolution are as follows:

Therefore the General Assembly:

1. Invites the Members transmitting information to send to the Secretary-General by 30 June of each year the most recent information which is at their disposal.
2. Recommends that the information transmitted in the course of 1947 by Members of the United Nations under Article 73(e) of the Charter should be summarised, analysed and classified by the Secretary-General and included in his report to the Second Session of the General Assembly, in order that in the light of the experience gained the General Assembly may be able to decide whether any other procedure may be desirable for dealing with such information in future years.

3. Recommends that the Secretary-General communicate to the specialised agencies the information transmitted, with a view to making all relevant data available to their expert and deliberative bodies.

4. Invites the Secretary-General to convene, some weeks before the opening of the Second Session of the General Assembly, an ad hoc committee composed in equal numbers of representatives of the Members transmitting information under Article 73(e) of the Charter and of representatives of Members elected by the General Assembly at this session, on the basis of an equitable geographical distribution.

5. Invites the Secretary-General to request the Food and Agriculture Organisation, the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organisation, and the World Health Organisation and the International Trade Organisation, when constituted, to send representatives in an advisory capacity to the meeting of the ad hoc committee.

6. Invites the ad hoc committee to examine the Secretary-General's summary and analysis of the information transmitted under Article 73(e) of the Charter with a view to aiding the General Assembly in its consideration of this information, and with a view to making recommendations to the General Assembly regarding the procedure to be followed in the future and the means of ensuring that the advice, expert knowledge and experience of the specialised agencies are used to the best advantage.

The General Assembly elected China, Egypt, India, Brazil, the Union of Soviet Socialist Republics, the Philippine Republic, Cuba and Uruguay as members of the ad hoc committee in accordance with paragraph 4 of the above resolution.

(The following States are also members of the Committee as States transmitting information in accordance with Article 73(e) of the Charter: Australia, Belgium, Denmark, France, Netherlands, New Zealand, United Kingdom, United States.)

The Governing Body will recall that Article VIII of the Agreement between the United Nations and the International Labour Organisation provides that the International Labour Organisation agrees to co-operate with the United Nations in giving effect to the principles and obligations set forth in Chapter XI of the Charter with regard to matters affecting the well-being and development of people of non-self-governing territories.

**Housing and Town Planning**

The General Assembly on 14 December 1946 adopted the following resolution:

The General Assembly,

In view of the magnitude and gravity of housing problems in various parts of the world, and the advisability of providing for exchange of views and constant liaison between the technical experts of the various nations;

In view of the recommendation already made by the special meeting on emergency housing problems convened by the Emergency Economic Committee for Europe, and also of the recommendations of the housing subcommittee of the Emergency Economic Committee for Europe;

Decides to recommend to the Economic and Social Council that it instruct the appropriate Commissions to expedite their study of housing problems with special reference to the organisation and unification of international exchanges of information relating in particular to town planning principles, building techniques and the climatic, economic and financial, legal and legislative aspects of housing and town planning questions, and to consider the desirability of holding an international conference of experts to advise on the need for establishing an international mechanism to collate such information, lay down guiding principles for new technical research on materials, methods of use and prefabrication, and to define standards capable of general application.

The Governing Body will be kept informed of any developments in connection with this question.

**Registration of Treaties and International Agreements**

These regulations contain certain provisions relating directly to treaties or international agreements concluded under the auspices of a specialised agency. In conformity with these provisions and with the provisions of the Instrument for the Amendment of the Constitution of the International Labour Organisation, 1945, this Instrument has been communicated to the Secretary-General for registration.

The Instrument for the Amendment of the Constitution of the International Labour Organisation, 1946, the Conventions adopted by the Conference at its first twenty-eight sessions and revised in conformity with the provisions of the Final Articles Revision Convention, together with the Conventions which the Conference has since adopted and which have not yet come into force and those adopted by it in the future, will be registered with the Secretariat by the same procedure; in accordance with the applicable regulations these texts can only be registered after they have come into force.

The Governing Body will undoubtedly note with satisfaction that these provisions permit the registration with the Secretary-General of the United Nations of the various instruments concluded under the auspices of the International Labour Organisation and provide for the issue to the Organisation of a certificate attesting the registration of such instruments.

Budgetary and Financial Relationships with Specialised Agencies

The Fifth Committee of the General Assembly, which considers financial and administrative questions, considered the question of a consolidated budget and common fiscal services of the United Nations and the specialised agencies. The discussions of the Committee revealed that there were wide differences of opinion among the delegations concerning the desirability of a consolidated budget. There was agreement on the necessity for the maximum of co-ordination as regards the form of the budgets; on the necessity for supplying information to the General Assembly concerning total financial commitments for international activities; and on the advisability of common fiscal services for the United Nations and the specialised agencies.

On 14 December 1946, the General Assembly unanimously adopted the following resolution which had been recommended for approval by the Fifth Committee:

The General Assembly,

Considering paragraph 3 of Article 17 of the Charter of the United Nations providing that:

The Assembly shall consider and approve any financial and budgetary arrangements with specialised agencies referred to in Article 57 and shall examine the administrative budget of such specialised agencies with a view to making recommendations to the agencies concerned;

Considering the views expressed by the various delegations at the twenty-seventh meeting of the Fifth Committee that a system of close budgetary and financial relationships between the United Nations and the specialised agencies is desirable for giving effect to the provisions of the Charter;

These provisions are as follows:

**Article 4**

1. Every treaty or international agreement subject to Article 1 of these regulations shall be registered ex officio by the United Nations in the following cases:
   (a) Where the United Nations is a party to the treaty or agreement;
   (b) Where the United Nations has been authorised by the treaty or agreement to effect registration.

2. A treaty or international agreement subject to Article 1 of these regulations may be registered with the Secretariat by a specialised agency in the following cases:
   (a) Where the constituent instrument of the specialised agency provides for such registration;
   (b) Where the treaty or agreement has been registered with the specialised agency pursuant to the terms of its constituent instrument;
   (c) Where the specialised agency has been authorised by the treaty or agreement to effect registration.

**Article 7**

A certificate of registration signed by the Secretary-General or his representative shall be issued to the registering party or agency and also to all signatories and parties to the treaty or international agreement registered.

**Filing and Recording**

**Article 10**

The Secretariat shall file and record treaties and international agreements, other than those subject to registration under Article 1, in the following categories, if they fall in the following categories:

(a) Treaties or international agreements entered into by the United Nations or by one or more of the specialised agencies;
(b) Treaties or international agreements transmitted by a Member of the United Nations which were entered into before the coming into force of the Charter, but which were not included in the treaty series of the League of Nations;
(c) Treaties or international agreements transmitted by a party not a Member of the United Nations which were entered into before or after the coming into force of the Charter which were not included in the treaty series of the League of Nations, provided, however, that this paragraph shall be applied with full regard to the provisions of the resolution of the General Assembly of 10 February 1946 set forth in the Annex to these regulations.
Requests the Secretary-General, in consultation with the Advisory Committee on Administrative and Budgetary Questions—

(1) to continue exploratory discussions with the specialised agencies and to report and make recommendations to the next regular session of the General Assembly;

(2) to append, if possible, to the United Nations budget for 1948, in the form of informative annexes, the budgets or proposed budgets of the specialised agencies for 1948 with a view to presenting to the General Assembly a comprehensive estimate of expenditures of the United Nations and specialised agencies;

(3) to explore possible arrangements by which the budgets of the several specialised agencies might be presented to the General Assembly for approval;

(4) to develop, at the earliest possible date, in accordance with the budgetary and financial provisions of the agreements with the specialised agencies, arrangements for common fiscal controls and common budgetary, administrative and financial practices.

Pensions and Related Benefits

The action taken by the General Assembly on this question will be reported to the Staff Questions Committee of the Governing Body in due course.

Administrative Tribunal

The action taken by the General Assembly on this question will be reported to the Staff Questions Committee of the Governing Body in due course.

Headquarters of the United Nations

The General Assembly decided on 14 December 1946 to accept an offer made by Mr. John D. Rockefeller, Jr., to give to the United Nations the sum of $8,500,000 on certain terms and conditions, to make possible the acquisition by the United Nations of a tract of land in New York City, in the area bounded by First Avenue, East 48th Street, the East River and East 42nd Street, to serve as the headquarters of the United Nations; and authorised the Secretary-General to take all the steps necessary to acquire this land for the purpose.

The General Assembly also requested the Secretary-General to prepare a report to be distributed to the Members of the United Nations on or before 1 July 1947 for consideration at the next regular session of the General Assembly, on the following matters:

(a) General plans and requirements for official buildings and other necessary facilities;  
(b) Arrangements for accommodations, housing developments and related facilities on or off the site for personnel of the secretariat, specialised agencies and national delegations and their staffs, and for the families of such personnel;  
(c) Approximate costs of construction and development;  
(d) Financial and other arrangements;  
(e) Any other matters pertaining to the development of the site which the Secretary-General feels the General Assembly should consider at its next regular session.

In carrying out these responsibilities, the Secretary-General is to be assisted by:

(a) An advisory committee consisting of representatives of the following Members: Australia, Belgium, Brazil, Canada, China, Colombia, France, Greece, India, Norway, Poland, Syria, United Kingdom, United States of America, Union of Soviet Socialist Republics and Yugoslavia.

(b) Consultants and experts who, at the request of the Secretary-General, shall be designated by the Government of the United States of America, or by Governments of other Member States, or local authorities.

The General Assembly also authorised the Secretary-General to negotiate and conclude with the appropriate authorities of the United States of America an agreement concerning the arrangements required as a result of the establishment of the permanent headquarters of the United Nations in the City of New York; this will not come into force until approved by the General Assembly. Pending its coming into force, the Secretary-General was authorised to negotiate and conclude arrangements with the appropriate authorities of the United States of America to determine on a provisional basis the privileges, immunities and facilities needed in connection with the permanent headquarters of the United Nations. The General Assembly requested that the Government of the United States of America take the necessary steps as soon as possible to put into effect the Convention on the Privileges and Immunities of the United Nations.

Membership of the United Nations

Four further Members of the International Labour Organisation, namely Afghanistan, Iceland, Siam and Sweden, were admitted to membership of the United Nations in the course of the Second Part of the First Session of the General Assembly.
Relations between the United Nations and Spain

On 12 December 1946, the General Assembly adopted a resolution on the relations between the United Nations and Spain. This resolution—

Recommend that the Franco Government of Spain be debarred from membership in international agencies established by or brought into relationship with the United Nations, and from participation in conferences or other activities which may be arranged by the United Nations, and from participation in conferences or other activities which may be arranged by the United Nations or by these agencies, until a new and acceptable Government is formed in Spain.

The Governing Body will no doubt wish to take note of the recommendation of the General Assembly.

Third Session of the Social and Economic Council

The Third Session of the Economic and Social Council met in New York from 11 September to 3 October 1946. The I.L.O. was represented by Mr. Lindsay Rogers, Assistant-Director.

Economic and Employment Commission

The Council modified the number and the terms of reference of the subcommittee of the Economic and Employment Commission. The new terms of reference are as follows:

The Commission shall establish the following subcommittees:

(a) A Subcommission on Employment and Economic Stability—
(i) to study national and international full employment policies and fluctuations in economic activity;
(ii) to analyse the causes of these fluctuations; and
(iii) to advise the Commission on the most appropriate methods of promoting full employment and economic stability.

(b) A Subcommission on Economic Development to study and advise the Commission on the principles and problems of long-term economic development with particular attention to the inadequately developed parts of the world, having the objectives of—
(i) promoting the fullest and most effective utilisation of natural resources, labour and capital;
(ii) raising the level of consumption; and
(iii) studying the effects of industrialisation and changes of a technological order upon the world economic situation.

Establishment of the Population Commission

The Council adopted on 3 October 1946 a resolution establishing a Population Commission. The terms of reference of the new commission are as follows:

The Population Commission shall arrange for studies and advise the Council on—

(a) population changes, the factors associated with such changes, and the policies designed to influence these factors;
(b) inter-relationship of economic and social conditions and population trends;
(c) migratory movements of population and factors associated with such movements;
(d) any other population problems on which the principal or subsidiary organs of the United Nations or the specialised agencies may seek advice.

Convening of a World Statistical Congress

The Council requested the Secretary-General by a resolution adopted on 2 October 1946 to explore the practicability and the desirability of co-ordinating the arrangements being made for various statistical meetings scheduled for the latter part of 1947, in such a manner as to constitute a World Statistical Congress in September 1947.

The Governing Body will recall that at its 100th Session it decided to convene the Sixth International Conference of Labour Statisticians in Montreal on 4 August 1947, a date which, it was suggested, would make it possible for members of this Conference to attend certain other statistical meetings which may be held as part of the proposed World Statistical Congress.

Establishment of United Nations Research Laboratories

On 28 October 1946 the Secretary-General of the United Nations addressed the following letter to the Director-General:

Dear Mr. Phelan,

At its last session the Economic and Social Council of the United Nations adopted a resolution inviting me to submit a general report on the problem of establishing United Nations Research Laboratories after having consulted the appropriate specialised agencies.
For your information I am enclosing copies of the resolution as adopted by the Council and verbatim records of the Council sessions at which this subject was debated.

I am writing to you today to ask for an examination and study of this problem by your Organisation, particularly as far as research fields of interest to you are concerned.

Since the Council has asked that the general report be ready, if possible, at its next session, I would greatly appreciate it if, after having made your inquiry, you would let me have the views of your Organisation at the earliest opportunity. I will also be happy to receive such detailed reports and documentation as you deem appropriate.

Members of the Social Affairs Department will, I hope, be able to keep in close touch with you throughout this period, and will, of course, be available at any time for further discussion of this problem or any other help that they may be able to give you.

Thanking you in advance for your co-operation, I remain,

Yours sincerely,

(Signed) Trygve Lie,
Secretary-General.

On 9 December 1946 the Director-General addressed the following reply to the Secretary-General of the United Nations:

Dear Mr. Lie,

I have the honour to acknowledge your letter of 29 October 1946 concerning the establishment of United Nations Research Laboratories, in which you ask for an examination and study of this problem by the International Labour Organisation, particularly as far as research fields of interest to it are concerned, and request me to let you have the views of the International Labour Organisation on the matter at the earliest opportunity.

There have been a number of occasions when conferences or committees convened by the International Labour Organisation have encountered difficulty in formulating proposals for action, notably in regard to matters of industrial health and safety, owing to the lack of appropriate facilities for experimental work or tests on an international scale. The organisation of international research facilities was suggested, for instance, in the early years of the International Labour Organisation when the question of the prevention of anthrax was under consideration, more particularly by the Advisory Committee for the Study of the Question of Industrial Anthrax, which reported to the Governing Body in 1922. The desirability of such facilities became particularly apparent during the International Conference on Silicosis, held in Johannesburg from 13 to 27 August 1930, and at the second International Conference on Silicosis which met at the International Labour Office in Geneva from 29 August to 9 September 1938. A similar question arose in regard to the installation of automatic couplings on European railways, in connection with which the establishment of an international fund to finance practical tests of such couplings has been envisaged.

The International Labour Office will communicate to the Social Affairs Department of the Secretariat of the United Nations in the near future a brief note summarising the discussions which have taken place in regard to these matters.

Any scheme for the establishment of International Research Laboratories which may be found practicable to devise and finance would therefore be of considerable interest to the International Labour Organisation, and I am accordingly proposing to submit your letter for consideration to the 101st Session of the Governing Body of the International Labour Office which will be held in Geneva from 5 to 8 March 1947.

Yours sincerely,

(Signed) Edward J. Phelan,
Director-General.

The Governing Body will no doubt wish to consider the communication received from the Secretary-General of the United Nations.

Proposed United Nations Scientific Conference on Resource Conservation and Utilisation

The following communication on this question has been received from the Secretary-General of the United Nations:

5 December 1946.

The Secretary-General of the United Nations presents his compliments to Mr. Edward J. Phelan, Director-General of the International Labour Organisation, and has the honour to draw his attention to the proposal to call a United Nations Scientific Conference on Resource Conservation and Utilisation in the second half of 1947, which was presented to the Third Session of the Economic and Social Council by the Government of the United States. The Council postponed consideration of this proposal on the understanding that it would be discussed at the Fourth Session of the Council and that the interim period would be used for consultations among the Member Governments, the specialised agencies concerned and the Secretariat.

A copy of this proposal is enclosed and the Secretary-General would be glad to receive any written observations thereon which Member Governments or the specialised agencies concerned might wish to make. There is also enclosed, for reference, a copy of the verbatim
The record of the fifth meeting of the Third Session of the Council at which the proposal was introduced.

In order to expedite the work of the Fourth Session of the Council, the Secretariat is prepared to assemble all observations received by 1 February 1947 from Member Governments and from the specialised agencies concerned and to submit them to the Members of the Council before it meets.

The Office will keep the Governing Body informed of any developments in regard to this matter which may call for its consideration.

Co-ordination Committee

In the course of its Third Session, on 21 September 1946, the Economic and Social Council adopted the following resolution:

The Economic and Social Council,

Being desirous of discharging effectively its responsibility under the Charter of the United Nations to co-ordinate the activities of the specialised agencies,

1. Undertakes, after reference if necessary to an appropriate commission or to an ad hoc committee,

   (a) to consider and to make recommendations or decisions, as may be suitable, regarding matters referred to it by the Secretary-General from the Committee established under paragraph 2 below, and matters arising outside the area of the agreements between the United Nations and the specialised agencies which are or may become the subject of difference of view between the specialised agencies and the United Nations, or between the specialised agencies, or between the specialised agencies and commissions or other subsidiary organs of the Council, and

   (b) to make recommendations concerning ways and means of improving relations between these bodies; and

2. Requests the Secretary-General of the United Nations to establish a Standing Committee of Administrative Officers consisting of himself, as chairman, and the corresponding officers of the specialised agencies brought into relationship with the United Nations, for the purpose of taking all appropriate steps, under the leadership of the Secretary-General, to insure the fullest and most effective implementation of the agreements entered into between the United Nations and the specialised agencies.

On 29 October 1946, the Secretary-General of the United Nations transmitted to the Director-General the above resolution. The text of the Secretary-General's letter is as follows:

Sir,

I have the honour to forward to you herewith the resolution of the Economic and Social Council of 21 September 1946 which requested the Secretary-General to establish a Standing Committee to co-ordinate the activities of the specialised agencies.

I shall advise you in due time of the formal setting up of this Committee upon the entry into force of the Agreements with the specialised agencies.

I am sure that I can count on your co-operation in this task so as to meet, in an adequate fashion, the needs for co-ordination between the United Nations and the specialised agencies at the secretariat level.

I have the honour to be, etc.,

(Signed) Trygve Lie,
Secretary-General.

The Director-General replied to the Secretary-General on 2 November 1946, as follows:

Sir,

I have the honour to acknowledge receipt of your letter of 29 October 1946 informing me that you have been requested by the Economic and Social Council of 21 September 1946 which requested the Secretary-General to establish a Standing Committee to co-ordinate the activities of the specialised agencies.

I shall advise you in due time of the formal setting up of this Committee upon the entry into force of the Agreements with the specialised agencies.

I am sure that I can count on your co-operation in this task so as to meet, in an adequate fashion, the needs for co-ordination between the United Nations and the specialised agencies at the secretariat level.

I have the honour to be, etc.,

(Signed) Edward J. Phelan,
Director-General.
Statistical Co-ordinating Committee of the United Nations and Specialised Agencies

Article XII of the Agreement between the United Nations and the International Labour Organisation concerning Statistical Services, provides, *inter alia*, that—

4. The United Nations shall develop administrative instruments and procedures through which effective statistical co-operation may be secured between the United Nations and the agencies brought into relationship with it.


A preliminary informal meeting of this Committee was held at Lake Success on 20 December 1946 and was attended by representatives of the United Nations, the I.L.O., U.N.E.S.C.O., F.A.O., P.I.C.A.O., the International Bank, the International Monetary Fund, and the World Health Organisation. The Office was represented by Mr. E. J. Riches, Economic Adviser, and by Mr. R. M. Woodbury, Chief Statistician. Mr. Riches made the following statement:

The International Labour Office will be glad to co-operate with the United Nations and other specialised agencies in the collection, analysis and dissemination of statistical information, in efforts to improve the range, quality and international comparability of the statistics collected in different countries and in the general effort which it is hoped the United Nations will make to secure the greatest practicable degree of comparability among the different fields of statistics.

The I.L.O. attaches particular importance first to the most efficient use of the limited resources of technical personnel which will be available to the various organisations for this work, and therefore to the avoidance of all undesirable duplication; and second, to minimising the burdens placed on national Governments and other organisations from which statistics are collected.

The I.L.O. will therefore be glad to furnish to the United Nations and to other specialised agencies on request such statistics as they may require on manpower, employment, unemployment, wages, cost of living, industrial disputes, industrial accidents and other topics in the field of labour statistics. The exact form and scope of the statistics to be furnished will be a matter to be determined in consultation by the I.L.O. and the agency requesting the statistics.

The I.L.O. will make every effort to comply with such requests by supplying information already in its possession, by asking Governments, where necessary, to add to the range or modify the form of their regular returns to the I.L.O. of statistics on labour topics, by making special enquiries as occasion may require, by taking all practicable measures in collaboration, where appropriate, with the United Nations and other agencies concerned to stimulate the collection, further development and standardisation of labour statistics.

In order to avoid duplication by other agencies of this work and of the calls it involves on national statistical departments, I venture to suggest—

(1) that before making any direct request to Governments for statistics on manpower, employment, unemployment, wages, cost of living, industrial disputes, industrial accidents or other topics in the field of labour statistics, the United Nations and any other agency which may require such statistics should endeavour first to secure them from or through the I.L.O.;

(2) that the United Nations and other agencies refrain from initiating studies in the field of labour statistics which duplicate work already in progress or planned by the I.L.O. as part of its programme for the collection and dissemination of information on labour topics and the improvement and standardisation of labour statistics.

The I.L.O. will, of course, follow a similar policy as regards the statistics serving the general purposes of international organisations which are to be collected by the United Nations as regards statistics relating primarily to the special fields of other specialised agencies. We shall therefore hope to be able to draw upon these organisations for such material as, for example, statistics of national income and the tables on production, wholesale prices, value of currencies and exchange rates which were formerly supplied to the I.L.O. by the League of Nations.

In order to ensure that the requirements of other agencies are taken into account in drawing up international standards for labour statistics, the I.L.O. hopes that the United Nations and any of the specialised agencies which may be directly concerned will send representatives to I.L.O. meetings concerned with the standardisation of labour statistics; and we shall hope to have an opportunity to take part in any similar meetings which may be called to consider statistics in related fields.
In the course of the discussion which followed, general agreement was expressed with the view that practical arrangements should be worked out by which each of the organisations with special interest in particular fields would take responsibility for the collection of statistical information in that field and would make the results available to other organisations and to the United Nations. The Statistical Office of the United Nations would have general responsibility for organising the co-ordination of work over the whole field of international statistics and would rely on the help of other organisations in collecting statistics for a particular field. The Statistical Office of the United Nations would take special responsibility in collecting and preparing those statistics which were needed by all or by several international organisations or for which no single organisation had a direct and specialised responsibility.

Agreement was also reached at the meeting on the desirability of using the same pre-war base year for index numbers in international publications.

It was also agreed that further meetings of the Committee should be held from time to time and that the next meeting should take place as soon as convenient after the meeting of the United Nations Statistical Commission in January-February 1947.

II. SPECIALISED AGENCIES AND OTHER INTERNATIONAL ORGANISATIONS

First Session of the Preparatory Committee of the International Conference on Trade and Employment

This Committee, which was set up by the Economic and Social Council on 18 February 1946, met in London from 15 October to 26 November 1946. Of the 18 Members, 17 sent representatives, namely, Australia, Belgium-Luxembourg, Brazil, Canada, Chile, China, Cuba, Czechoslovakia, France, India, Lebanon, Netherlands, New Zealand, Norway, Union of South Africa, United Kingdom and United States. The Union of Soviet Socialist Republics sent a note indicating that it had not had time to consider sufficiently the questions laid before the Committee. In addition, observers were present from Colombia, Mexico and Poland. Observers were also present from four intergovernmental organisations, namely, the Food and Agriculture Organisation, the International Bank for Reconstruction and Development, the International Monetary Fund and the International Labour Organisation and from two non-governmental organisations, namely, the International Chamber of Commerce and the World Federation of Trade Unions. The Committee appointed as its Chairman Mr. M. Suetens of Belgium.

The task of the Preparatory Committee is to prepare for consideration by the Economic and Social Council an annotated draft agenda, including a draft convention, for the full Conference on Trade and Employment and to recommend a place and date for the meeting of that Conference. At the final meeting of its First Session, the Preparatory Committee appointed a Drafting Committee to meet in New York on 20 January 1947, the purpose of this Drafting Committee being "to prepare a Draft Charter or Articles of Agreement, editing for clarity and consistency the portions of the text on which the Preparatory Committee has come to a substantial identity of views, preparing alternative drafts of those portions on which there remain a division of general views, and preparing suggested drafts governing such uncompleted portions as are referred to it by the Preparatory Committee, together with such explanatory notes and commentaries as the Drafting Committee may consider desirable and useful". The Preparatory Committee itself will hold a second session in Geneva on 8 April 1947, in order to elaborate the annotated draft agenda for the full Conference, recommend the date and place of the Conference, determine what States, if any, not Members of the United Nations should be invited to the Conference and adopt a report for submission to the Economic and Social Council. On the occasion of this second session, negotiations will take place among the Members for tariff reductions.

At its First Session the Preparatory Committee adopted an agenda which differed slightly from that which had been suggested by the Economic and Social Council. It consisted of the following points:

(a) International agreement relating to the achievement and maintenance of high and steadily rising levels of effective demand, employment and economic activity;
(b) International agreement relating to industrial development;
(c) International agreement relating to regulations, restrictions and discriminations affecting international trade;
(d) International agreement relating to restrictive business practices;
(e) International agreement relating to intergovernmental commodity arrangements;
(f) Establishment of an International Trade Organisation as a specialised agency of the United Nations, having appropriate responsibility in the above fields.

The Committee reached a considerable measure of agreement in regard to these points in the course of its First Session.

The draft of a Charter for the proposed International Trade Organisation prepared by the Committee includes the following chapter relating to employment:
CHAPTER III

Employment

ARTICLE 3

Relation of Employment to the Purposes of the Organisation

(1) Members recognise that the avoidance of unemployment or underemployment through the achievement and maintenance in each country of useful employment opportunities for those able and willing to work and of high opportunities for those able and willing to work and of high and steadily rising effective demand for goods and services is not of domestic concern alone, but is a necessary condition for the expansion of international trade and, in general, for the realisation of the purposes of the Organisation. They also recognise that measures to sustain demand and employment should be consistent with the other purposes and provisions of the Organisation, and that in the choice of such measures, each country should seek to avoid creating balance of payments difficulties for other countries.

(2) They agree that, while the achievement and maintenance of effective demand and employment must depend primarily on domestic measures, such measures should be assisted by the regular exchange of information and views among members and, so far as possible, be supplemented by international action sponsored by the Economic and Social Council of the United Nations and carried out in collaboration with the appropriate intergovernmental organisations, acting within their respective spheres and consistently with the terms and purposes of their basic instruments.

ARTICLE 4

The Maintenance of Domestic Employment

Members shall take action designed to achieve and maintain full and productive employment and high and stable levels of effective demand within their own jurisdiction through measures appropriate to their political and economic institutions and compatible with the other purposes of the Organisation.

ARTICLE 5

The Development of Domestic Resources and Productivity

Members, recognising that all countries have a common interest in the productive use of the world’s resources, agree to take action designed progressively to develop economic resources and to raise standards of productivity within their jurisdiction through measures compatible with the other purposes of the Organisation.

ARTICLE 6

Fair Labour Standards

Members, recognising that all countries have a common interest in the maintenance of fair labour standards related to national productivity, agree to take whatever action may be appropriate and feasible to eliminate substandard conditions of labour in production for export and generally throughout their jurisdiction.

ARTICLE 7

The Removal of Maladjustments in the Balance of Payments

Members agree that, in case of a fundamental disequilibrium in their balance of payments involving other countries in persistent balance of payments difficulties, which handicap them in maintaining employment, they will make their full contribution to action designed to correct the maladjustment.

ARTICLE 8

Safeguards for Countries Subject to External Deflationary Pressure

The Organisation shall have regard, in the exercise of its functions as defined in the other Articles of this Charter, to the need of Members to take action within the provisions of the Charter to safeguard their economies against deflationary pressure in the event of a serious or abrupt decline in the effective demand of other countries.

ARTICLE 9

Consultation and Exchange of Information on Matters Relating to Employment

Members agree to participate in arrangements undertaken or sponsored by the Economic and Social Council of the United Nations, including arrangements with the appropriate intergovernmental organisations—

(a) for the regular collection, analysis and exchange of information on domestic employment problems, trends and policies, including as far as possible information relating to national income, demand, and the balance of payments; and
(b) for consultation with a view to concerted action on the part of Governments and intergovernmental organisations in the field of employment policies.

The Governing Body will no doubt note with satisfaction that the employment chapter of the Draft Charter represents an extremely important step forward in international employment policy and fulfils to a considerable extent the wish expressed by the International Labour Conference at its 26th Session that a conference of representatives of Governments be called to consider an international agreement on domestic policies of employment and unemployment. It may be recalled that the Conference pledged the full co-operation and the assistance of the International Labour Organisation in calling such a conference on employment and in helping to carry into effect appropriate decisions it might make.

The report of the First Session of the Committee includes the following discussion of Article 6 in relation to fair labour standards:

**SECTION D**

**Fair Labour Standards**

1. It is considered that if full employment is to make its due contribution to the higher standards of living and conditions of economic and social progress to which Article 55 of the Charter of the United Nations refers, it is necessary that a fair share of the product should accrue to the workers. All countries have a common interest in the maintenance of fair labour standards, particularly in the case of production for export, since otherwise one country's products may be undercut by those of another in which labour is unfairly exploited. Labour standards cannot, of course, be uniform in all countries, but must be related to national productivity. But there was wide support for the view that Governments should agree to take whatever action might be appropriate and feasible to eliminate substandard conditions of labour in their production for export and generally throughout their economies.

2. A few delegates expressed some doubt whether an agreement on this subject should be included in employment provisions. These doubts were based on two grounds:

   (a) It would be wrong to attempt to set too high a standard in certain countries, since this would seriously handicap the expansion of production in those countries which, having plentiful supplies of labour but relatively little capital equipment or industrial skill, must for a time base their development on lower remuneration than that in more developed countries.

   (b) Since the International Labour Organisation is the specialised agency which has been specifically charged with this problem, it would lead to a duplication of functions to include an agreement on this subject in the Charter of the International Trade Organisation.

3. On point (a) the Preparatory Committee agreed that, if any agreement on labour conditions is included in the employment provisions, it must be made clear that there cannot be any single comprehensive standard of fair labour conditions appropriate to all countries, but that the standard must in each case be related to the productivity of the country concerned.

4. On point (b) it was generally agreed that the main work on this question should continue to be carried out by the International Labour Organisation, and that, if any agreement on this subject is included in the Charter of the International Trade Organisation, those countries which are also Members of the International Labour Organisation should co-operate closely with that Organisation in carrying out the agreement. The reason for proposing that some agreement on this subject should, nevertheless, be included is that labour standards in any country, and in particular in its production for export, are a matter which virtually affect the employment of labour and the flow of international trade.

The report of the First Session of the Committee also includes the following discussion of the responsibilities of the various international organisations concerned with employment policy:

**SECTION G**

**International Action to Maintain Employment**

1. In present circumstances the direct action necessary to maintain full and productive employment and a high and stable level of effective demand must, in the main, be the sum of individual national efforts. Nevertheless there are certain ways in which the appropriate intergovernmental organisations might, acting within their respective spheres and consistently with the terms of their basic instruments, make some direct contribution to the maintenance of employment and the stability of world demand.

2. It is considered that the Economic and Social Council, in consultation with the appropriate intergovernmental organisations, might usefully study the possibilities in this field. In addition to a consideration of the effects on employment and production of a lowering of
barriers to trade, such studies might well cover such measures as the synchronisation of credit policies so as to ease terms of borrowing over a wide area in times of general deflationary pressure, arrangements to promote stability in the incomes, and so in the buying power, of producers of primary products, the timing of expenditure on international capital projects, and the encouragement of a flow of capital in periods of world deflationary pressure to those countries whose balance of payments needs temporary support in order to enable them to maintain their domestic policies for full and productive employment.

SECTION II

The Functions of the Economic and Social Council and the Specialised Agencies

1. The international structure, which may be necessary to achieve these employment objectives, was considered. Effective action in this sphere will involve separate action by Governments and by a number of intergovernmental organisations. Yet such action must be properly concerted, if the national and international measures for offsetting a general depression are to be properly timed and of the right magnitude.

2. The Preparatory Committee considers that there should, accordingly, be some international body under whose sponsorship Governments and intergovernmental organisations can consult with a view to concerted action to maintain employment, and the appropriate body for this purpose would seem to be the Economic and Social Council of the United Nations, together with its Economic and Employment Commission and its subcommissions, to whom this task has already been entrusted.

3. The functions which it is thought the Economic and Social Council should either perform itself or sponsor through arrangements with the appropriate intergovernmental organisations, cover—

(i) the regular collection, analysis and exchange of relevant information, and

(ii) the organisation of consultation with a view to concerted national and international action in the field of employment.

In addition to these continuing functions, it was considered the Economic and Social Council might initiate those studies of possible direct international action for the maintenance of employment to which reference has been made in paragraph 2 of Section G.

4. The work which it is suggested the Economic and Social Council and the intergovernmental organisations concerned might undertake on this subject will be of great importance. The information which is to be collected should, as far as possible, cover the level and composition of the national income and expenditure and of the balance of payments, as well as statistics of employment, unemployment, production, etc. As far as is appropriate and practicable, it should cover future programmes and probable future trends in order that the needs of employment policy may be intelligently anticipated. Close and regular consultation for concerted action by Governments and intergovernmental organisations will be necessary in order to see how far national policies (e.g., for expenditure on public works) or any relevant international policies can be timed so as to make their most effective joint contribution to the maintenance of world demand.

SECTION I

The Form of the Employment Provisions

1. The Preparatory Committee holds the view that the suggestion that the Economic and Social Council should continue to fulfil these general functions in employment policy need not conflict with the special link that should exist between employment and trade. Governments may find it difficult to assume the commercial obligations of the International Trade Organisation in the absence of undertakings by others to do their best to maintain a high and stable level of effective demand, and employment policies must not conflict with commercial obligations. It is necessary for these reasons to link the trade obligations and the employment obligations closely together. Accordingly, it is considered it would probably be most appropriate to include the employment undertakings in the Charter of the International Trade Organisation.

2. It is thought, however, that there is one aspect of employment which should probably be treated differently. In paragraph 2 of Section G, it is suggested that the Economic and Social Council and the appropriate intergovernmental organisations should be invited by the United Nations Conference on Trade and Employment to consider what action might be taken in the international field to assist in maintaining full and productive employment and a high and stable level of world demand. It is thought that this invitation might best be extended in a separate resolution. A draft of this resolution for the consideration of the Conference on Trade and Employment is set out in the next paragraph.


The United Nations Conference on Trade and Employment,

Considering that a significant contribution can be made to the achievement and maintenance of full and productive employment and of high and stable levels of effective
demand by international action sponsored by the Economic and Social Council and carried out in collaboration with the appropriate intergovernmental organisations, acting within their respective spheres and consistently with the terms and purposes of their basic instruments, hereby asks the Economic and Social Council to undertake at an early date, in consultation with the appropriate intergovernmental organisations, special studies of the form which such international action might take and suggests that, in addition to covering the effects on employment and production of a lowering of barriers to trade, the studies of the Economic and Social Council should include a consideration of such measures as—

(1) The concerted timing, to the extent which may be appropriate and practicable in the interests of employment policy, of national and international measures to influence credit conditions and the terms of borrowing;

(2) National or international arrangements, in suitable cases, to promote due stability in the incomes of producers of primary products, having regard equally to the interests of consuming and producing countries;

(3) The timing, to the extent which may be appropriate and practicable in the interests of employment policy, of capital expenditure on projects which are either of an international character or are internationally financed;

(4) The promotion, under appropriate safeguards, of an international flow of capital in periods of world deflationary pressure to those countries whose balance of payments needs temporary support in order to enable them to maintain domestic policies for full and productive employment.

The Governing Body will no doubt be keenly interested in the progressive implementation of this proposed resolution. A great deal of information concerning the organisation of employment, the employment service, vocational guidance, vocational training and retraining, the national planning of public works, the diversification of economic activity, the employment of women, the rehabilitation, training and employment of disabled persons, the regularisation of employment within particular industries and occupations, etc., is being collected by the International Labour Organisation, which will clearly have an important contribution to make to the implementation of the proposed resolution.

**ECONOMIC DEVELOPMENT**

The question of economic development has also been advanced as the result of the work of the Preparatory Committee. The chapter on the subject suggested by the Committee for inclusion in the proposed Charter includes the following articles:

**ARTICLE 10**

*Importance of Economic Development*

Members recognise that the industrial and general economic development of all countries and in particular of those countries whose resources are as yet relatively undeveloped will improve opportunities for employment, enhance the productivity of labour, increase the demand for goods and services, contribute to economic stability, expand international trade and raise levels of real income, thus strengthening the ties of international understanding and accord.

**ARTICLE 11**

*Plans for Economic Development*

(1) Members undertake to promote the continuing industrial and general economic development of their respective countries and territories in order to assist in realising the purposes of the Organisation.

(2) Members agree that they will co-operate through the Economic and Social Council of the United Nations and the appropriate intergovernmental organisations in promoting industrial and general economic development.

(3) The Organisation, at the request of any Member, shall advise such Member concerning its plans for economic development, and, within its competence and resources, shall provide such Member with technical assistance in completing its plans and carrying out its programmes.

**ARTICLE 12**

*Means of Economic Development*

(1) Members recognise that progressive economic development is dependent upon the availability of adequate supplies of—

(a) capital funds; and

(b) materials, equipment, advanced technology, trained workers and managerial skill.
(2) Members agree to impose no unreasonable impediments that would prevent other Members from obtaining access to facilities required for their economic development.

(3) Members agree to co-operate within the limits of their power to do so, with the appropriate international organisations of which they are members in the provision of such facilities.

The I.L.O. has given a good deal of attention to the question of economic development. In particular, the Third Conference of the American States Members of the International Labour Organisation (Mexico City, April 1946) adopted a resolution on the subject in which it recommended that the Governing Body call the attention of the Economic and Social Council of the United Nations to the desirability of studying in the near future, in co-operation with the International Labour Organisation and other interested bodies such as the International Bank for Reconstruction and Development and the Food and Agriculture Organisation, the most efficient methods of facilitating the process of harmonious industrialisation of the Latin American countries which is an indispensable basis for their social welfare. When this resolution came before the Governing Body at its 98th Session it authorised the Office (a) to call the attention of the Economic and Social Council to the desirability of studying in the near future, in co-operation with the International Labour Organisation and other interested bodies, the most effective methods of facilitating the process of harmonious industrialisation of the Latin American countries; and (b) to transmit to the Economic and Social Council Chapter I of the Director's Report to the Mexico Conference and also the resolutions adopted by the Conference and the record of proceedings of the Conference.

The question is also likely to figure prominently in the discussions of the Preparatory Regional Asiatic Conference at New Delhi and at the Regional Meeting for the countries of the Near and Middle East at Cairo.

Special attention may be drawn to the reference in Article 12 of the proposed Charter to the importance of the availability of trained workers as an element in economic development. It would seem that the International Labour Organisation is the competent agency for dealing with the question of training of workers, on which it has already done a great deal of work. In this connection, reference need only be made to the Vocational Training Recommendation, 1939, and the resolution concerning vocational training adopted at Mexico City.

**General Commercial Policy and Restrictive Business Practices**

The provisions of these chapters of the proposed Charter do not appear to call for comment at the present stage.

**Intergovernmental Commodity Arrangements**

This chapter of the proposed Charter provides that if special difficulties exist or are expected to arise regarding a particular primary commodity, the I.T.O. may set up a study group to study that commodity and may convene an intergovernmental conference for the purpose of discussing measures designed to meet the difficulties. It also lays down certain principles on which all types of intergovernmental commodity arrangements should be based.

The framing of such arrangements must necessarily be of direct concern to the I.L.O. As laid down in Article 52 of the proposed Charter, regulatory agreements may be employed only if certain conditions are fulfilled, one of these conditions being that widespread unemployment has developed or is expected to develop as the result of a surplus of a particular primary commodity and that in the absence of specific governmental action this unemployment would not be corrected by normal marketing forces alone in time to prevent widespread and undue hardship to workers. It would, therefore, seem to be clear that the social aspects of the problems with which intergovernmental commodity arrangements will deal are of great importance. The Governing Body will note with satisfaction that provision is made for co-operation with other specialised agencies in this matter. This co-operation may take two forms. On the one hand, competent specialised agencies will be entitled to submit to the Organisation any relevant study of a primary commodity or to ask that a study of a primary commodity be made. On the other hand, the I.T.O. may request any specialised agency, which it deems to be competent, to attend or take part in the work of a study group or of a commodity conference.

**Administration and Organisation**

The chapter of the proposed Charter on this subject sets forth the proposed constitution of the I.T.O. Attention may be drawn to Article 81, paragraph 2, dealing with relations with other organisations which is as follows:

The Organisation shall co-operate with other intergovernmental organisations whose interests and activities are related to its purposes. 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 made by the Executive Board.


International Bank for Reconstruction and Development and International Monetary Fund

FIRST MEETINGS OF THE BOARDS OF GOVERNORS

In accordance with a resolution adopted by the Boards of Governors of the International Bank for Reconstruction and Development and the International Monetary Fund on 28 September 1946, the Chairman of the two Boards invited the Director-General to appoint a representative or representatives to attend the first annual meetings of the Boards (Washington, 27 September-3 October 1946) in the capacity of observer. The Director-General appointed Mr. E. J. Riches, Economic Adviser, to act as observer on behalf of the Office.

The Director-General also transmitted the following message, which was read at the final joint session of the Boards on 3 October 1946:

The International Labour Organisation has had great pleasure in accepting your invitation to be represented at the First Annual Meetings of the Boards of Governors of the International Monetary Fund and the International Bank for Reconstruction and Development. The International Labour Organisation has followed the establishment of the Fund and the Bank with a keen appreciation of their potential importance to industry and labour. It values the privilege of being represented at these meetings and trusts that this representation will be the beginning of a continuing and fruitful association between the Fund, the Bank and the International Labour Organisation.

If industry is to reach the highest productivity, and labour the highest living standards that existing resources and techniques will permit, there must be a great expansion of international trade. The International Labour Conference has frequently indicated its awareness of the extent to which international trade and full employment are dependent on a well-adjusted and stable structure of exchange rates and its deep concern with the need for speedy reconstruction of areas impoverished by the war and with the special problems of the underdeveloped regions of the world.

If working conditions and living standards are to be raised with reasonable speed the capital equipment of these regions must be improved and developed a great deal more rapidly than even the most strenuous efforts of the countries concerned can achieve unaided.

The Declaration of Philadelphia has pledged the full co-operation of the International Labour Organisation in this great task entrusted to the Fund and the Bank. Through the representative membership of the International Labour Conference and the Governing Body, the International Labour Organisation can help to focus the attention of industrial and labour organisations throughout the world on the purposes and work of the Fund and the Bank, and you may be sure that the International Labour Office will at all times be glad to render any technical assistance in its power, particularly in supplying information on labour and social questions and in the consideration of any problems of labour and social policy which may arise in the course of the work of the Fund and the Bank.

Two of the decisions taken by the Boards at these meetings are of special interest to the Governing Body.

(a) Exchange Rates and Full Employment: Interpretation by the Governors of the International Monetary Fund of "Fundamental Disequilibrium".

Under the Articles of Agreement of the International Monetary Fund, "A member shall not propose a change in the par value of its currency except to correct a fundamental disequilibrium" (Article IV, Section 5(a)); and "The Fund shall concur in a proposed change... if it is satisfied that the change is necessary to correct a fundamental disequilibrium" (Article IV, Section 5(f)). The Articles of Agreement contain no definition of "fundamental disequilibrium".

At their inaugural meeting in Savannah in March 1946, the Governors of the Fund, at the request of the Governor for the United Kingdom, invited the Executive Directors to interpret Article IV, Section 5(f), "as to whether, having regard to the intention of the Government of the United Kingdom to maintain full employment and to the terms of Article I (ii) and (v) of the Articles of Agreement, steps necessary to protect a member from unemployment of a chronic or persistent character, arising from pressure on its balance of payments, shall be measures necessary to correct a fundamental disequilibrium".

The following interpretation was given by the Executive Board on 26 September 1946 and was approved by the Board of Governors at their Washington meeting:

The Government of the United Kingdom has stated its intention to maintain full...
employment and has requested an interpretation of the Articles of Agreement as to whether steps necessary to protect a member from unemployment of a chronic or persistent character, arising from pressure on its balance of payments, shall be measures necessary to correct a fundamental disequilibrium.

The Executive Directors interpret the Articles of Agreement to mean that steps which are necessary to protect a member from unemployment of a chronic or persistent character, arising from pressure on its balance of payments, are among the measures necessary to correct a fundamental disequilibrium; and that in each instance in which a member proposes a change in the par value of its currency to correct a fundamental disequilibrium the Fund will be required to determine, in the light of all relevant circumstances, whether in its opinion the proposed change is necessary to correct the fundamental disequilibrium.

(b) Advisory Council of the Bank.

The Board of Governors of the Bank laid down the procedure which it will follow in selecting the members of the Advisory Council provided for in Section 6 of Article V of the Articles of Agreement of the Bank. This section is as follows:

(a) There shall be an Advisory Council of not less than seven persons selected by the Board of Governors including representatives of banking, commercial, industrial, labour and agricultural interests, and with as wide a national representation as possible. In those fields where specialised international organisations exist, the members of the Council representative of these fields shall be selected in agreement with such organisations. The Council shall advise the Bank on matters of general policy. The Council shall meet annually and on such other occasions as the Bank may request.

(b) Councillors shall serve for two years and may be reappointed. They shall be paid their reasonable expenses incurred on behalf of the Bank.

The Board decided:

1. That the total number of members (of the Advisory Council) be nine, of whom five shall be representatives of each of the following interests: banking, commercial, industrial, labour and agricultural. The other four members should be—
   (a) the Chairman, who should be a personality of general eminence;
   (b) a scientist with specialised knowledge in the field of engineering; and
   (c) two members not representing any particular field of interest, one of whom shall be an economist.

   Such a composition would give the Council a proper balance enabling it to advise the Bank on matters of general policy.

2. That the Board of Governors should select the members in the following way:
   (a) One member to represent banking interests, from a panel of names compiled by the Executive Directors in consultation with the International Monetary Fund.
   (b) One member to represent commercial interests, from a panel of names obtained from the International Trade Organisation (if the I.T.O. should not yet be constituted, from a panel compiled by the Executive Directors after consultation with the International Chamber of Commerce).
   (c) One member to represent industrial interests, from a panel of names compiled by the Executive Directors.
   (d) One member to represent labour interests, from a panel of names obtained from the International Labour Organisation and the World Federation of Trade Unions.
   (e) One member to represent agricultural interests, from a panel of names obtained from the Food and Agriculture Organisation.

   The Articles prescribe that in those fields where specialised international organisations exist, the members of the Council representative of those fields shall be selected in agreement with such organisations. It is therefore recommended that if none of the names initially obtained from any such international organisation commends itself to the Executive Directors, the latter shall ask such organisation to submit further names.

   (f) The chairman, the representative of scientific interests and the two general members to be selected on the basis of recommendations submitted by the Executive Directors.

3. In order to satisfy the requirement of Article V, Section 6 (a) of the Articles of Agreement that the Council have “as wide a national representation as possible”, that the international organisations be asked to submit panels of names of persons from different countries.

The same should apply to any panels of names submitted by the Executive Directors to the Board of Governors.
4. That the rules and regulations of the Advisory Council prescribe that all meetings of the Council be attended by the President of the Bank or his designee.

5. That the assistance of the President, the Vice-President and technical staff of the International Bank for Reconstruction and Development be made available to the Advisory Council when required.

6. In order to establish a working liaison between the Council and the Bank, that the Secretary of the Bank provide the secretariat for the Council.

7. That the Council hold its annual meeting at least three months before the annual meeting of the Board of Governors, in order to enable the Bank to incorporate in its annual report to the Board of Governors the advice tendered by the Council together with a report of such action as has been taken thereon by the Executive Directors.

The Board requested the Executive Directors to take the necessary steps for compiling, obtaining and preparing the panels of names and recommendations provided for and to submit them to the Board of Governors in time for the next annual meeting of the Board, which is to be held in London in September 1947.

On 21 November 1946 the President of the International Bank for Reconstruction and Development addressed the following letter to the Director-General:

Dear Mr. Phelan,

As you are aware, the International Bank for Reconstruction and Development came into existence on 27 December 1945, when the Bretton Woods Agreements were signed in Washington on behalf of 38 nations, creating both the Bank and the International Monetary Fund.

Article V, Section 6, of the Articles of Agreement of the Bank, which deals with the selection of an Advisory Council for the Bank, reads as follows:

Section 6—Advisory Council

(a) There shall be an Advisory Council of not less than seven persons selected by the Board of Governors including representatives of banking, commercial, industrial, labour and agricultural interests, and with as wide a national representation as possible. In those fields where specialised international organisations exist, the members of the Council representative of those fields shall be selected in agreement with such organisations. The Council shall advise the Bank on matters of general policy. The Council shall meet annually and on such other occasions as the Bank may request.

(b) Councillors shall serve for two years and may be reappointed. They shall be paid their reasonable expenses incurred on behalf of the Bank.

In implementing the provisions in the Articles of Agreement referred to above, the Board of Governors, at the first annual meeting held in Washington on 27 September 1946, adopted the following recommendation:

(a) One member to represent labour interests, from a panel of names obtained from the International Labour Organisation and the World Federation of Trade Unions.

The International Bank would greatly appreciate it if your organisation would recommend to the Bank the names of persons whom you feel could most usefully represent labour interests on the Advisory Council of the Bank. It would be very helpful if your recommendations included a panel of four names, preferably of different nationalities.

In the event that none of the persons recommended by you should meet with the approval of the Bank's Executive Directors, I trust that the Bank may feel free to call upon you for additional recommendations.

Sincerely yours, 
(Signed) Eugene Meyer,
President.

The President of the International Bank for Reconstruction and Development was informed by a letter of 4 December 1946 that the matter was receiving attention.

The Governing Body will no doubt wish to take a decision in the course of its present session on the request of the Bank that the Organisation recommend to the Bank the names of persons who could usefully represent labour interests on the Advisory Council of the Bank.

Transmission of Information on Par Values in Effect under the Articles of Agreement of the International Monetary Fund for Purposes of Application of the Wages, Hours of Work and Manning (Sea) Convention, 1946

On 27 September 1946, the Director-General requested the Managing Director of the International Monetary Fund to inform the International Labour Office regularly of the par values currently in effect under the Articles of Agreement of the Fund with a view to facilitating the application of Articles 5 and 8 of the Wages, Hours of Work and Manning (Sea) Convention, 1946.
On 3 January 1947, the Managing Director of the International Monetary Fund informed the Director-General that the International Monetary Fund would transmit regularly to the International Labour Office information concerning the par values in effect under the Articles of Agreement of the Fund. This information is now being received by the Office.

**Food and Agriculture Organisation of the United Nations**

**F.A.O. Conference**

The I.L.O. was invited to be represented at the Second Session of the Conference of the F.A.O. held in Copenhagen from 2 to 15 September 1946. Mr. Mukdim Osmay, Chief of the Agricultural Service of the International Labour Office attended as representative.

The most important item on the agenda of this Conference was the consideration of certain proposals made by the Director-General of the F.A.O. with a view to creating a World Food Board:

To stabilise prices of agricultural commodities on the world market, establish a world food reserve adequate for any emergency that might arise through failure of crops in any part of the world, and discharge other related functions.

These proposals were referred for further consideration to a Preparatory Commission at which the I.L.O. was invited to be represented.

The F.A.O. Conference approved the action taken by the Director-General of the F.A.O. in establishing relations with other specialised agencies, and endorsed the view that joint committees might be set up, whenever necessary, in order to ensure co-operation as well as co-ordination of work.

In most of the technical reports submitted to the Copenhagen Conference by the Commissions and Committees which were constituted, the necessity of co-operation with the other specialised agencies and, in several cases, specifically with the I.L.O., was duly stressed.

**F.A.O. Preparatory Commission on World Food Proposals**

This Commission began its meetings in Washington on 28 October 1946. The I.L.O. was invited to be represented. Mr. Mukdim Osmay, Chief of the Agricultural Service, and Mr. E. J. Riches, Economic Adviser, attended several meetings as representatives.

The Preparatory Commission set up two main committees, one to deal with proposals arising out of the development and co-ordination of national nutrition and agricultural programmes and with the international machinery which might be required to give assistance in connection therewith, and the other to consider the problems of the stabilisation of agricultural prices at levels fair to the producer and consumer alike, of surplus disposal, and the use of international agreements, international machinery, or any other action appropriate for these purposes.

The original proposals for a World Food Board have been replaced by alternative suggestions designed to take into account the decisions concerning commodity arrangements reached at the Preparatory Commission for the Trade and Employment Conference.

The proposals approved by the Preparatory Commission envisage the establishment of a World Food Council the functions of which will include (a) keeping under constant review and, so far as possible, co-ordinating the agricultural and nutrition programmes and the commodity operations, as discussed at the annual meetings of the F.A.O. Conference; and (b) tendering advice to member Governments, to commodity councils or other commodity authorities dealing with agricultural commodities, and, through the Director-General, to other specialised international organisations, on these matters. The World Food Council is to consist of representatives of eighteen member nations of the F.A.O. elected by the F.A.O. Conference. Certain specialised intergovernmental agencies, including the International Labour Organisation, are to be invited to send representatives to the Council.

**United Nations Educational, Scientific and Cultural Organisation**

The First General Conference of U.N.E.S.C.O. was held in Paris from 19 November to 10 December 1946. The Office was represented by Mrs. M. Thibert, Chief of the Section of Women's Work and Protection of Young Workers. Mr. Jef Rens, Assistant Director, also paid a short visit to the Conference.

A full report of the resolutions adopted by the Conference has not yet been received. A report on the Conference will therefore be made to the Governing Body at a later date.

**European Central Inland Transport Organisation**

The Sixth Council of E.C.I.T.O. met in Paris on 18 December 1946. The International Labour Office was represented by Mr. John Price, Chief of the Industrial Committees Section, and Mr. P. Fano, member of the Industrial Committees Section. The Council, having regard to the approaching date from which notice of withdrawal from the E.C.I.T.O. Agreement may be given, decided that a Committee of the Council be appointed to study the question of the desirability of a co-ordinating body in the field of transport in Europe and to make recommendations as to the tasks and organisation of such a body.
International Committee of Technical Experts on Air Law

In accordance with arrangements entered into before the war, the Office was represented by Mr. Ragheb Boutros, its correspondent in Cairo, at the Fifteenth Session of C.I.T.E.J.A. (International Committee of Technical Experts on Air Law), which was held in Cairo from 7 to 13 November 1946. It was decided to postpone consideration of the second part of a preliminary Draft Convention concerning the Legal Status of the Aircraft Commander and Crew Members, which relates to the status of crew members.

The Office is keeping in touch in regard to developments in this matter with the Secretariat of P.I.C.A.O. which is likely to take over part of the work of C.I.T.E.J.A., and will keep the Governing Body informed of any development of importance.

United Nations Relief and Rehabilitation Administration

The Sixth Session of the U.N.R.R.A. Council was held in Washington D.C. from 11 to 13 December 1946. The Office was represented at this session by Mr. Lindsay Rogers, Assistant Director.

Emergency Economic Committee for Europe

The Subcommittee on Emergency Housing Problems of the E.E.C.E. held its Second Session in Paris from 24 to 26 October 1946. The Office was represented at this meeting by Mr. I. Bessling, Chief of the Labour Law Service. In the course of this meeting, the French delegate alluded to a resolution which would be submitted by the French delegation to the General Assembly of the United Nations on the problem of housing. This resolution has been dealt with in the section of this report devoted to the activities of the General Assembly.

Supplementary Note

Proposed Agreement between the International Labour Organisation and the Food and Agriculture Organisation of the United Nations

The Governing Body will recall that the Agreement between the United Nations and the International Labour Organisation contemplates that there may be agreements between the International Labour Organisation and other specialised agencies in regard to matters of common interest. Provision for such agreements is also contained in the Constitutions of some of the other specialised agencies and both the F.A.O. and the U.N.E.S.C.O. Conferences have adopted resolutions envisaging the early conclusion of such agreements. The Constitution of the I.L.O., as amended by the 1946 Instrument of Amendment, provides for co-operation with other specialised agencies though without specifically envisaging agreements with them. The desirability of making such agreements in appropriate cases at some future time after the entry into force of the Agreement with the United Nations has, however, been envisaged at various stages in the constitutional discussions of recent years.

In these circumstances, informal and preliminary inter-secretariat discussions have taken place between a representative of the Director-General of the International Labour Office and a representative of the Director-General of the Food and Agriculture Organisation concerning a possible I.L.O.-F.A.O. Agreement. In the course of these conversations complete agreement has been reached at the secretariat level on the attached draft, subject to the question of the procedure to be followed for further consideration of the draft being reserved. It has, of course, been made clear during these discussions that the Office could not commit the Governing Body in any way and that the discussions were therefore preliminary and exploratory in character.

If the draft should be thought to require further discussion between members of the Governing Body and a negotiating delegation from F.A.O., arrangements could be made for a meeting between the two negotiating delegations at an appropriate time. If, in the judgment of the Governing Body, the draft in its present form can be regarded as satisfactory, and if it is regarded as equally satisfactory by the Executive Committee of F.A.O., it would be possible to bring the Agreement into force without adding a meeting of negotiating delegations to the heavy programme of meetings at present confronting members of the Governing Body.

The Governing Body will observe that the proposed Agreement is essentially an arrangement for close working relationships within the general framework established by the Charter of the United Nations; it includes a general undertaking for co-operation and consultation in regard to matters of common interest and more detailed provisions concerning reciprocal representation, exchange of information and documents, personnel arrangements and statistical services. There is provision for the reference to a joint committee of any question of common interest which it may appear desirable to refer to such a committee; the composition of any such committee is left to be settled by the two organisations and their reports are to be submitted to the Governing Body and to the Executive Committee of F.A.O. The draft provides that the Agreement will come into force on its approval by the Governing Body and the F.A.O. Conference.1

1 Under the F.A.O. Constitution and Rules, the F.A.O. Executive Committee is responsible for negotiating such agreements but they require approval by the F.A.O. Conference.
ANNEX

Draft Agreement between the International Labour Organisation and the Food and Agriculture Organisation of the United Nations

ARTICLE 1

Co-operation and Consultation

The International Labour Organisation and the Food and Agriculture Organisation of the United Nations agree that, with a view to facilitating the effective attainment of the objectives set forth in their respective Constitutions within the general framework established by the Charter of the United Nations, they will act in close co-operation with each other and will consult each other regularly in regard to matters of common interest.

ARTICLE 2

Reciprocal Representation

1. Representatives of the International Labour Organisation shall be invited to attend the meetings of the F.A.O. Conference and to participate without vote in the deliberations of the Conference and of its commissions and committees with respect to items on their agenda in which the International Labour Organisation has an interest.

2. Representatives of the F.A.O. shall be invited to attend the meetings of the International Labour Conference and to participate without vote in the deliberations of the Conference and of its committees with respect to items on their agenda in which the F.A.O. has an interest.

3. Appropriate arrangements shall be made by agreement from time to time for the reciprocal representation of the International Labour Organisation and the F.A.O. at other meetings convened under their respective auspices which consider matters in which the other organisation has an interest.

ARTICLE 3

I.L.O.-F.A.O. Joint Committees

1. The International Labour Organisation and the F.A.O. may refer to a joint committee any question of common interest which it may appear desirable to refer to such a committee.

2. Any such joint committee shall consist of an equal number of representatives of each organisation; the number of representatives to be designated by each organisation shall be agreed on between the two organisations; the United Nations shall be invited to designate a representative to attend the meetings of the committee; the committee may also invite other specialised agencies to be represented at its meetings as may be found desirable.

3. The reports of any such joint committee shall be submitted to the Governing Body of the International Labour Office and to the Executive Committee of the F.A.O.; a copy of the reports of the committee shall be communicated to the Secretary-General of the United Nations for the information of the Economic and Social Council.

4. Any such joint committee shall regulate its own procedure.

ARTICLE 4

Exchange of Information and Documents

1. Subject to such arrangements as may be necessary for the safeguarding of confidential material, the fullest and promptest exchange of information and documents shall be made between the International Labour Organisation and the F.A.O.

2. The Director-General of the International Labour Office and the Director-General of the F.A.O., or their duly authorised representatives, shall, upon the request of either party, consult with each other regarding the provision by either organisation of such information as may be of interest to the other.

ARTICLE 5

Personnel Arrangements

The International Labour Organisation and the F.A.O. agree that the measures to be taken by them, within the framework of the general arrangements for co-operation in regard to personnel arrangements to be made by the United Nations, will include—

(a) measures to avoid competition in the recruitment of their personnel; and
(b) measures to facilitate interchange of personnel on a temporary or permanent basis, in appropriate cases, in order to obtain the maximum benefit from their services, making due provision for the retention of seniority and pension rights.

ARTICLE 6

Statistical Services

1. The International Labour Organisation and the F.A.O. agree to strive, within the framework of the general arrangements for statistical co-operation made by the United Nations, for maximum co-operation with a view to the most efficient use of their technical personnel in their respective collection, analysis, publication, standardisation, improvement and dissemination of statistical information. They recognise the desirability of avoiding duplication in the collection of statistical information whenever it is practicable for either of them to utilise information or materials which the other may have available or may be specially qualified and prepared to collect, and agree to combine their efforts to secure the greatest possible usefulness and utilisation of statistical information and to minimise the burdens placed upon national governments and other organisations from which such information may be collected.

2. The International Labour Organisation and the F.A.O. agree to keep one another informed of their work in the field of statistics and to consult each other in regard to all statistical projects dealing with matters of common interest.

ARTICLE 7

Financing of Special Services

If compliance with a request for assistance made by either organisation to the other would involve substantial expenditure for the organisation complying with the request, consultation shall take place with a view to determining the most equitable manner of meeting such expenditure.

ARTICLE 8

Implementation of the Agreement

The Director-General of the International Labour Office and the Director-General of the F.A.O. may enter into such supplementary arrangements for the implementation of this Agreement as may be found desirable in the light of the operating experience of the two organisations.

ARTICLE 9

Entry into Force

This Agreement shall come into force on its approval by the Governing Body of the International Labour Office and the F.A.O. Conference.

ARTICLE 10

Notification to and Registration by the United Nations

1. In accordance with their respective Agreements with the United Nations the International Labour Organisation and the F.A.O. will inform the Economic and Social Council forthwith of the terms of the present Agreement.

2. On the coming into force of the present Agreement in accordance with the provisions of Article 9 it will be communicated to the Secretary-General of the United Nations for filing and recording, in pursuance of Article 10 of the Regulations to give effect to Article 102 of the Charter of the United Nations adopted by the General Assembly of the United Nations on 14 December 1945.

ARTICLE 11

Revision and Termination

1. This Agreement shall be subject to revision by agreement between the International Labour Organisation and the F.A.O.

2. It may be terminated by either party on 31 December of any year by notice given to the other party not later than 30 September of that year.
APPENDIX XI

ELEVENTH ITEM ON THE AGENDA

PROPOSED ENQUIRY INTO METHODS OF COLLABORATION BETWEEN PUBLIC AUTHORITIES AND EMPLOYERS’ AND WORKERS’ ORGANISATIONS

The Governing Body, at its 98th Session, decided in principle to instruct the Office to undertake an enquiry into methods of collaboration between public authorities and employers’ and workers’ organisations, with a view to placing this question on the agenda of an early session of the Conference.

This decision gave effect to a resolution adopted by the Third Conference of American States Members of the International Labour Organisation (Mexico, April 1946). The preamble to the resolution stressed the fact that at the present time many States have embarked upon extensive programmes of reconversion, industrialisation or reconstruction, and have resorted to co-operation with employers’ and workers’ organisations for the furtherance of these programmes.

In taking this decision, the Governing Body was no doubt actuated by the belief that the I.L.O. could not stand aside from this important problem which so deeply affected social and economic life, both nationally and internationally. Because of the importance and complexity of the question, however, the Governing Body requested the Office to submit to it at an early session detailed proposals concerning the enquiry to be made “with a view to placing the question [of industrial relations and collaboration] on the agenda of an early session of the Conference”.

The Office has in the past made a number of studies of the problems of industrial relations and collaboration between public authorities and organised industry and labour. Such studies are at present being undertaken by officials of the Office on mission in certain European countries, in which new developments in this field have recently been taking place.

The International Labour Organisation itself, as has often been pointed out, is by reason of its structure, working methods and techniques of regulation a model of tripartite collaboration on the international plane; as the Director-General pointed out at the 29th Session of the Conference, the meetings of its various agencies are successful experiments in industrial relations.

The best way of drawing up a plan for the enquiry requested by the Governing Body would therefore seem to be to consider the recent development of the problem within the International Labour Organisation itself. Guiding lines for the proposed enquiry will emerge automatically from this examination.

TRIPARTITE COLLABORATION WITHIN THE I.L.O.

The Declaration of Philadelphia

The principle of collaboration on which the International Labour Organisation is founded was reaffirmed in the clearest terms by the Declaration of Philadelphia which, after stating among the fundamental principles on which the Organisation is based that “freedom of expression and of association are essential to sustained progress” (Article I, paragraph (b)), goes on to mention among the programmes which it is the obligation of the International Labour Organisation to further among the nations of the world “the effective recognition of the right of collective bargaining, the co-operation of management and labour in the continuous improvement of productive efficiency, and the collaboration of workers and employers in the preparation and application of social and economic measures” (Article III, paragraph (e)).

In these words the Declaration defined the essential features of the programme of action of the International Labour Organisation in the domain of industrial relations and collaboration.

Industrial Committees

Since the adoption of the Declaration, the principle of tripartite collaboration has been applied in certain new fields of the Organisation’s activity which will no doubt prove to be of capital importance to its future.

In the first place, Industrial Committees have been set up for seven major industries and proposals for enlarging this experiment are already under consideration. The intention of the Governing Body in setting up these Committees was not only to provide the International Labour Organisation with new machinery which, by the expert knowledge of its personnel, would be better fitted to interpret the facts of industrial life in the individual countries, but also and primarily...
to co-ordinate national methods of negotiation and collaboration in the various industries with international methods.

The Industrial Committees fully realised that their usefulness depended very largely on the existence of a sound system of industrial relations and collaboration machinery in the individual countries. Consequently, at their first meetings they adopted resolutions which stressed the necessity of guaranteeing freedom of association and collective bargaining and of establishing machinery for collaboration both nationally for the industry and at the factory level. They accordingly instructed the Office to prepare for submission to their next meetings reports on industrial relations and methods of collaboration in each of the industries concerned.

Only on the basis of such reports on the national machinery for industrial relations and collaboration will the Committees be able to judge whether and to what extent any bipartite or tripartite agreements at which they may arrive during the second stage of their work will be capable of direct application through collective agreements or through other procedures for the collective regulation of labour conditions.

In this connection, it may be recalled that the Conference Delegation on Constitutional Questions pointed out in its report to the Conference that the system of tripartite co-operation which is so soundly organised internationally will produce its full effect only if it is supported by national machinery designed in the same spirit, if not on the same model. The Delegation therefore drew the attention of States Members to the desirability of establishing national machinery for collaboration in the form either of national tripartite conferences or of appropriate arrangements for consultation between employers' and workers' organisations. Such a development, the report stated, would greatly strengthen the practical influence of the International Labour Organisation on the industrial life of the nations.

**The Mexico Conference**

The Third Conference of American States Members of the Organisation (Mexico, April 1946) in its turn adopted a series of resolutions which are not confined to a mere statement of principles but lay down in precise terms a number of rules which the American States should follow in drafting legislation to regulate industrial relations. Realising also that the problem of industrial relations is an indivisible whole, the Mexico Conference tried to lay down the main lines of an "industrial relations charter" covering the safeguarding of freedom of association, the protection of the right to organise and to bargain collectively, voluntary conciliation and arbitration, the validity of collective agreements and their extension to third parties.

**The Seattle Maritime Conference**

Making a new departure in the direction of the proposals of the Industrial Committees, referred to above, the Maritime Session of the Conference (Seattle, June 1946) agreed for the first time that effect might be given to the provisions of an international labour Convention not only by legislation but by means of collective agreements. This new procedure for the application of international labour Conventions was hedged around with safeguards; every Member which has ratified the Convention is required to furnish the Director-General of the International Labour Office with information concerning the measures by which the Convention is applied and, in particular, with details of all the collective agreements in force which give effect to one or other provision of the Convention. Furthermore, every Member which has ratified the Convention undertakes to take part, through a tripartite delegation, in a committee composed of representatives of Governments and of shipowners' and seafarers' organisations, and including representatives of the Joint Maritime Commission of the International Labour Office in an advisory capacity, which will be set up to examine the measures taken to give effect to the Convention. In the light of information submitted by the Director-General, this Committee will consider whether the collective agreements, on which a report will be submitted to it, fully apply the provisions of the Convention. Every Member which has ratified the Convention undertakes to take into consideration any observations or suggestions concerning the application of the Convention which may be made by the Committee, and also to bring to the attention of the shipowners' and seafarers' organisations which are parties to a collective agreement giving effect to a provision of the international labour Convention, any observations made by the committee in regard to the effective application of the provisions of the Convention by the collective agreement.

The effectiveness of this new method of application will clearly depend on the existence of a sound system of industrial relations in each country. The Maritime Session of the Conference accordingly adopted a Resolution reaffirming the principle of freedom of association and collective bargaining both for shipowners and for seafarers, and urging Governments to associate the organisations of shipowners and seafarers in the preparation and application of legislation affecting their members and in the organisation and administration of such institutions as employment offices, social insurance schemes and conciliation and arbitration machinery.

In a similar connection, the Conference Delegation on Constitutional Questions recommended in its report to the Conference that the Office should undertake as soon as possible a thorough study of current tendencies in the domain of collective agreements, and in particular of the extension of collective agreements to third parties.
The Montreal Conference

Lastly, the question of industrial relations was dealt with in a special section of the conclusions adopted by the Conference at its 29th Session (Montreal, September-October 1946) concerning an international Convention on social policy in non-self-governing territories. Parts XII and XIII of the conclusions aim at guaranteeing to wage earners in non-self-governing territories freedom of association, the right of collective bargaining, and the right of their organisations to be associated in the establishment and operation of conciliation and arbitration machinery, minimum wage fixing machinery, labour inspection, etc.

It may be added that the Committee of the Conference set up to consider these proposals adopted a motion urging that at the next session of the Conference in 1947 an informed and special discussion should be held on these problems with a view to giving consideration to devising the most satisfactory and speediest methods of developing collective bargaining in non-self-governing territories.

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It is clear from the foregoing brief summary of recent developments within the International Labour Organisation that a sound and stable system of industrial relations and co-operation between public authorities and employers' and workers' organisations in each State Member of the International Labour Organisation is regarded as essential to the proper working of the Organisation itself and of its various agencies.

The enquiry which the Office proposes to carry out may therefore not only be of documentary value but may also serve as a starting point for a new attempt at international regulation in the related fields of industrial relations and of co-operation between public authorities and employers' and workers' organisations.

The plan of the enquiry follows naturally from the previous decisions of the International Labour Organisation relating to the main aspects of the problems of industrial relations and of co-operation between public authorities and employers' and workers' organisations.

These two problems are closely linked. There can be no question of co-operation in the true sense unless the organisations which are parties to it enjoy full independence in their relationship to the State and have unrestricted freedom of expression and action.

The problems which it is proposed to examine more fully in respect both of industrial relations and of co-operation are briefly outlined below.

A. Industrial Relations


Freedom of association for employers as well as for workers is the basis of any system of industrial relations and of co-operation between public authorities and employers' and workers' organisations. Attention will be focused on the two conditions which appear to be essential for the effective safeguarding of freedom of association, namely: (a) protection of freedom of association in relation to the public authorities; and (b) protection of freedom of association in relation to the other party to the contract of employment and to third parties.


The settlement of wages and other conditions of employment by collective agreement or by other similar methods is the main reason for the existence of workers' organisations. It is therefore important to consider the methods by which collective bargaining and other methods of regulating conditions of employment by means of collective agreements can be made most effective.

These various methods will be considered under the three following heads: (a) obligation of employers' and workers' organisations to enter into collective bargaining in good faith; (b) validity of collective agreements; and (c) extension of collective agreements, subject to certain safeguards, to a whole industry or occupation.

Prevention and Settlement of Collective Labour Disputes.

Machinery for conciliation and arbitration, either made available to the parties by the State or set up by agreement between the parties themselves, can secure the settlement of many collective disputes without the necessity of recourse to methods of collective pressure or of any limitation of the fundamental right of employers' and workers' organisations to settle wages and other conditions of employment by freely concluded agreements.
In this chapter, therefore, consideration will be given to the most characteristic types of machinery for (a) voluntary conciliation and arbitration; and (b) compulsory conciliation and arbitration.

In considering the various systems, account will be taken of the distinction made in many countries, both in fact and in law, between disputes about rights, or "judiciable collective disputes", which are those arising in connection with the interpretation or application of the clauses of a freely concluded agreement and which are therefore often referred to compulsory settlement machinery, and disputes about interests, or "non-judiciable collective disputes", which are those arising in connection with the conclusion or renewal of an agreement and which, generally speaking, are subject only to voluntary procedures for conciliation and arbitration.

B. Co-operation between Public Authorities and Employers' and Workers' Organisations

The level of wages and of the other conditions of employment determined by collective bargaining between employers' and workers' organisations depends in the final analysis on the effective output of the national economy and on the productivity of labour.

It is natural, therefore, that organised industry and labour, representing as they do the main elements in the national economy, should claim the right to be associated in the planning and execution of all economic and social measures which may affect their living conditions at the national, industrial or plant level.

Co-operation at the National Level.

Co-operation at the national level reached a particularly high stage of development during the last war and in the post-war period.

Whereas during the war all physical and human resources had to be mobilised for national defence, they now have to be mobilised for post-war reconstruction. This mobilisation was possible during the war and will be possible in the post-war period, only provided that it has the full support of all the forces of the nation, and in particular of the organised forces of industry and labour.

The post-war problems confronting different countries naturally differ in character and in extent. They are particularly acute and urgent in countries which directly suffered enemy invasion or occupation and which have consequently been obliged in many cases to rebuild their national economy from the beginning. Even those countries which more or less escaped the struggle, however, and the economy of which emerged comparatively intact from the war, are facing difficult problems of reconversion from wartime to peacetime economy. Furthermore, the countries which are economically underdeveloped are engaged in planning large-scale industrialisation or the modernisation of their equipment with the object of improving the national standard of living.

While, therefore, the methods of co-operation between public authorities and employers' and workers' organisations differ from country to country and according to the problems to be solved, the fact remains that co-operation between Governments and the organised forces of industry and labour has established itself as a necessity in most countries.

This chapter will therefore deal with the machinery set up at the national level to co-operate with the Government or with Parliament in the framing and execution of economic and social policy, including, for instance, (a) national economic boards, national planning boards, etc.; and (b) national labour boards, national employment boards, etc.

Co-operation at the Industry Level.

In several countries industrial committees, usually on a joint basis, have been set up as a purely voluntary system for the consideration of the social and economic problems of particular industries.

Elsewhere similar machinery has been initiated by the State and invested in some cases with wide powers of management and control (e.g., in nationalised industries and public corporations and under other forms of public ownership and control).

An analysis will therefore be made of various forms of co-operation established at the industry level, i.e., (a) industrial committees initiated by the parties concerned; and (b) machinery set up on the initiative of the State.

The establishment of national industrial committees would clearly provide a sound background for the work of the international industrial committees.

Co-operation at the Plant Level.

Co-operation within the individual plant is the form of collaboration which has developed in the most marked fashion during recent years and has proved to be particularly effective.

During the war, joint production committees were introduced in the majority of the allied countries, for instance, in Great Britain, the United States, Canada and New Zealand, in order to raise the productivity of labour and thereby the war potential of the national economy to the highest possible level. There is some prospect that these committees, which proved their value during the war, will be maintained in peacetime.
Since the war ended most of the liberated countries have followed the same example and have set up workers' representative bodies within the plant, in the form either of joint production committees or of works' committees or again of staff delegations. The enquiry will therefore deal with the rules, composition and functions of (a) joint production committees; (b) works committees; and (c) other forms of workers' representation.

The Governing Body is requested to approve the plan of the enquiry outlined above on the understanding that when the Governing Body proceeds to consider the agenda of the 1949 Session of the Conference it will examine whether, and if so in what form, this question should be included on the agenda of that session.
APPENDIX XII

TWELFTH ITEM ON THE AGENDA

COMPOSITION OF COMMITTEES

At some of its recent sessions the Governing Body adjourned for lack of time the approval of nominations submitted to it for membership of various I.L.O. committees.

These nominations, together with others which have since been received, are resubmitted below for the approval of the Governing Body.

Committee of Experts on the Application of Conventions.

The Committee of Experts, at its meeting in July last, recommended that the Committee should be reinforced by the appointment of a person qualified to specialise in the application of Conventions in dependent territories. This recommendation was endorsed by the Committee on the Application of Conventions set up by the Conference at its 29th Session.

The Governing Body is accordingly requested to approve the appointment as a member of the Committee of Experts on the Application of Conventions, of Frederick Marie Baron van Asbeck (Netherlands), Professor Extraordinary of Comparative Colonial Constitutional Law at the University of Leyden, former Professor of the Law School of Batavia, former Secretary of the Government of the Netherlands, and former member of the Permanent Mandates Commission of the League of Nations.

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, consisting of two experts nominated by each of the three groups, and took note of nominations put forward by the Employers' and Workers' groups. Further nominations were made by the Government and Employers' groups at the 99th Session and the proposals for the reconstitution of the Committee are now as follows:

Government group:
- Mr. R. N. Dodge (United States), Car Construction Engineer, United States Interstate Commerce Commission.
- A French expert (name not yet submitted).

Employers' group:
- Mr. Peppercorn (United Kingdom).
- Mr. H. W. Coddington (United States), Research and Test Engineer, Norfolk and Western Railway Co., Virginia.

Substitute: Mr. E. Balleman (Netherlands), Chief Engineer of the Netherlands Railways.

Workers' group:
- Mr. Ouradou (French).
- Mr. Topahrn (Belgian).

Substitute: Mr. Benstead (United Kingdom).

The Governing Body is requested to approve these nominations and thereby to complete the reconstitution of the Subcommittee.

Advisory Committee on Juvenile Work.

After consultation with the Governments concerned, the following nominations are submitted to the Governing Body for appointment to this Committee:

Mr. Edouard Eichholzer (Switzerland), Director of the Section on the Protection of Workers and Labour Law of the Federal Office of Industry, Arts and Crafts and Labour.
Miss Ruth A. Hamilton (Canada), Supervisor, Women's Division, Unemployment Insurance Commission.
Mr. H. C. Hudson (Canada), Supervisor of Special Placements, Unemployment Insurance Commission.
Miss Beatrice McConnell (United States), Assistant Director of the Division of Labor Standards, in charge of the Child Labor and Youth Employment Branch, U.S. Department of Labor.

Mr. Waldyr Niemeyer (Brazil), Chief of Section, National Labour Department, Brazil.

Mr. H. M. D. Parker (United Kingdom), Juvenile Employment Branch, Ministry of Labour and National Service, London.

Miss Olga Raffalovich (France), Assistant Director in the Ministry of Labour and Social Security.

Dr. José Enrique de Sandoval (Cuba), Chief of the I.L.O. Section, Ministry of Labour, Havana; Member of the National Commission for Social Co-operation; Chairman of the Labour Commission, College of Lawyers.

Mr. W. Steegenga (Netherlands), Director, Ministry of Social Affairs, Netherlands.

Mr. Nicos Theodorou (Greece), Chief of the Education and Recreation Section, Ministry of Labour, Athens.

Mr. W. Steegenga (Netherlands), Director, Ministry of Social Affairs, Netherlands.

Mr. León Eli Troclet (Belgium), Minister of Labour and Social Welfare.

Mr. Michel Wallin (Belgium; substitute member), Assistant to the Minister of Labour and Social Welfare.

The Governing Body is requested to approve additional appointments to other committees as follows:

Correspondence Committee on Industrial Hygiene.

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.

Dr. S. V. Gudjonsson (Danish), Professor of Hygiene and Occupational Hygiene at the University of Aarhus, Denmark.

Correspondence Committee on Industrial Hygiene: Silicosis Subcommittee.

Dr. S. V. Gudjonsson (Danish), Professor of Hygiene and Occupational Hygiene at the University of Aarhus, Denmark.

Correspondence Committee on Accident Prevention.

Dr. A. Mazurekiewicz (Polish), Director of the Industrial and Technical Museum, Warsaw; Adviser to the Ministry of Labour and Social Welfare.

Correspondence Committee on Women's Work.

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.

Committee of Statistical Experts.

Mr. Einar Cohn (Danish), Director of the Department of Statistics, Copenhagen.

Mr. Stanley Lyon (Irish), Director of the Statistics Branch, Department of Industry and Commerce, Dublin.

Mr. Herbert Marshall, O.B.E. (Canadian), Dominion Statistician, Ottawa.

Mr. A. Dufresne (Belgian), Director-General of the National Institute of Statistics, Ministry of Economic Affairs, Brussels.

Mr. F. Fajfr (Czech), President, Office of Statistics of the Czechoslovak Republic, Prague.

Mr. Arne Skaug (Norwegian), Director, Central Bureau of Statistics, Oslo.

Mr. R. B. Ainsworth (United Kingdom), Director of Statistics, Ministry of Labour, London.

Mr. G. Modeen (Finnish), Chief, Social Research Bureau, Ministry of Social Affairs, Helsinki.

Mr. H. Gordon (Swiss), Chief, Social Statistics Section, Federal Office of Industry, Arts and Crafts and Labour, Berne.
Sixth International Conference of Labour Statisticians

The Governing Body will be called upon to appoint its representatives to the Sixth International Conference of Labour Statisticians which is to open in Montreal on 4 August 1947.

Supplementary Note

The following additional nominations for membership of various I.L.O. Committees are submitted to the Governing Body for approval:

Advisory Committee on Juvenile Work.

Mr. Said Darouiche (Egypt), Director of the Inspectorate, Labour Department, Cairo.

Correspondence Committee on Accident Prevention.

Dr. André Salmont (French), Professor at the National Conservatorium of Arts and Crafts, Paris.

Correspondence Committee on Women’s Work.

Miss Maria Emilia Tinoco (Brazilian), Chief of the Women and Young Persons Protection Service, National Labour Department, Rio de Janeiro.

Committee on Social Policy in Dependent Territories

When the Governing Body decided to set up the Committee on Social Policy in Dependent Territories it was agreed that the Committee should comprise 12 members. So far, 10 members have been appointed. It would seem desirable to add to the Committee a member from an Asiatic country. It is therefore suggested that the Governing Body should appoint to the Committee a Chinese expert in the person of Professor Chen Chan-heng.

Professor Chen has been especially concerned with the migration of Chinese workers, and will therefore be able to make a particularly valuable contribution to the study of migratory labour which is included in the agenda of the coming session of the Committee.

At its 98th Session (Montreal, May 1946) the Governing Body appointed as a member of the Committee on Social Policy in Dependent Territories Mr. Ralph Bunche, Associate Chief of the Division of Dependent Area Affairs in the U.S. Department of State. Mr. Bunche has since joined the staff of the United Nations Secretariat and a vacancy has thus occurred on the Committee.

It is suggested that the Governing Body should fill this vacancy by the appointment of Mr. Benjamin Gerig, Chief of the Division of Dependent Area Affairs, U.S. Department of State, who is an expert on social policy in dependent territories.

Preparatory Asiatic Regional Conference

The Governing Body will be called upon to appoint its representatives to the Preparatory Asiatic Conference, to be held in New Delhi in October 1947.

Second Supplementary Note

Committee on Social Policy in Dependent Territories

The International Labour Office has just been informed that Mr. Douglas L. Smit, whom the Governing Body appointed at its 95th Session as a member of the Committee on Social Policy in Dependent Territories, is unable to serve on the Committee. After consultation with the Government of the Union of South Africa, it is proposed that the Governing Body should fill the vacancy created on the Committee by Mr. Smit’s resignation by appointing Mr. C. W. Slarke, who is head of the Section of the South African Department of Native Affairs dealing with the international aspects of native administration.

Mr. Slarke was Technical Adviser to the South African Government delegate at the 29th Session of the International Labour Conference (Montreal, September 1946) and also at the First General Assembly of the United Nations.
APPENDIX XIII

THIRTEENTH ITEM ON THE AGENDA

TEN-YEARLY REPORTS ON THE APPLICATION OF CONVENTIONS

Each of the Conventions adopted by the International Labour Conference at its various sessions contains provisions requiring the Governing Body to present to the Conference at regular intervals a report on the working of the Convention, and to consider the desirability of placing on the agenda of the Conference the question of the revision of the Convention in whole or in part.

In the majority of cases this action must be taken at the end of each period of ten years after the entry into force of the Convention concerned, or at least once in ten years; in certain cases (e.g., Convention No. 29 (Forced Labour)) the period is five years.

Until 1940 the Governing Body fulfilled this obligation regularly. After the outbreak of war in 1939, however, it was impossible for the Governing Body to continue to discharge this function as in former years, and in view of the prevailing conditions it was doubtful whether any useful purpose would have been served by the examination of periodical reports on the working of such Conventions.

The Governing Body may now wish to restore the procedure which was interrupted by the war and to resume its function of presenting to the Conference periodical reports on the working of Conventions. Such resumption would be in harmony with the basic importance that the Governing Body and the Conference attach, in connection with the remodelling and re-equipment of the International Labour Organisation, to Conventions and Recommendations as the vital instruments of the Organisation and to the consequent necessity of throwing as much light as possible on the application of ratified Conventions and to the situation as regards Conventions which have not been ratified.

As to the form in which periodical reports on the working of Conventions are prepared, the method adopted by the Governing Body before 1939 was to present the information for each Convention in the form of national monographs. As this form involved the repetition of much the same type of information about the situation in a number of countries, the reports prepared on this basis were extremely voluminous and did not facilitate an easy or true international comparative study of the operation of the relevant national laws and regulations.

In 1939 a new method was adopted for the preparation of periodical reports. In the case of Convention No. 26 concerning the establishment of minimum wage fixing machinery, the Governing Body approved for the first time a ten-yearly report drafted in such a way as to provide a picture of the situation in the various countries under each Article of the Convention. Besides an introduction, the report consisted of three parts as follows:

Part I gave a survey of the working of the Convention in the form of an international comparative study. The information available was grouped and analysed in respect of each successive provision of the Convention. In the case of States which had ratified the Convention, the information supplied in the annual reports and in response to requests from the Committee of Experts appointed by the Governing Body for the purpose of examining the annual reports or the Committee on the Application of Conventions set up by the Conference was briefly summarised to show what measures had been taken to give effect to each provision of the Convention. In the case of States which had not ratified the Convention, an attempt was made, on the basis of the information at the disposal of the International Labour Office, to indicate the extent to which the national legislation covered or diverged from the respective provisions of the Convention. In the light of the official information available, a brief reference was also made to the situation in these States with regard to the ratification of the Convention.

Part II contained information concerning the extension of the application of the Convention by States Members to their colonies, protectorates and possessions which are not fully self-governing, in accordance with Article 35 of the Constitution. A brief reference was also made to the situation in the dependent territories of States which had not ratified the Convention, in respect of the subject matter of the Convention.

Part III contained a summary of the replies given by the International Labour Office to requests for information regarding the interpretation of various provisions of the Convention.

The report which the Governing Body submitted to the Conference on this new basis was much less voluminous, and not only permitted a much easier comparative study of the situation but facilitated the task of the Governing Body in considering the question of revision.

In view of the satisfactory results of this new presentation, the Office assumes that the Governing Body would wish to have future periodical reports prepared in this form.
During the war the submission of periodical reports on a number of Conventions became due either for the first time since the Conventions came into force, or in some cases for the second decennial period. Further, in the case of certain Conventions these periods are due to expire in the near future.

For obvious reasons it had been impossible for the Office to prepare draft reports for the consideration of the Governing Body at the present session. In the first place, in view of the large number of Conventions for which such reports are due, an order of priority has to be established. If the Governing Body is in principle in agreement with the proposal to resume the examination of the working of Conventions on the lines indicated above, the Office will submit to the Governing Body at its autumn session a detailed programme containing a list of the Conventions upon which draft reports could be prepared with the still limited resources of the Office.

Committee on Periodical Reports

It may be recalled that, in virtue of decisions taken by the Governing Body at its 70th (April 1935) and 73rd (October 1935) Sessions, a Committee consisting of members of the Governing Body (three from each group) was established to examine the periodical reports on the working of Conventions, and to review the exceptions provided for in these Conventions in order to recommend whether their continuance was justified or whether they should be removed or limited. It was also decided that the Committee would be competent to examine reports prepared by the Office on the effect given to Recommendations.

If it is decided to re-establish this procedure for the examination of periodical reports, the Governing Body would presumably wish to reappoint its Committee on Periodical Reports.
FOURTEENTH ITEM ON THE AGENDA

REPORT OF THE EMPLOYMENT COMMITTEE

The Employment Committee met at the International Labour Office in Geneva, on 7 March 1947, under the chairmanship of Mr. Fuss.

The agenda of the Committee was as follows:
1. Approval of the minutes of the Third Session.
2. Note on employment and unemployment statistics.
3. Appointment of a subcommittee on vocational training in the American countries.

1. Approval of the Minutes of the Third Session.

The Committee unanimously approved the minutes of the Third Session.

2. Employment and Unemployment Statistics.

The Committee had before it a note submitted by the Office, giving statistical information with regard to employment and unemployment at the present time in the different countries.

The Committee took note of this communication. It recognised the necessity of ensuring, for the collection and utilisation of such information, close liaison between the Economic and Social Council of the United Nations and the International Labour Office.

The Committee also stressed the need for the information obtained and submitted to it with regard to employment and unemployment to be in an internationally comparable form.

It expressed the hope that the Conference of Labour Statisticians, to be held in Montreal in August 1947, would arrive at conclusions the adoption of which would enhance the value of a comparative study of employment and unemployment statistics and would facilitate the practical utilisation of these documents.

3. Appointment of a Subcommittee on Vocational Training in the American Countries.

The Committee had before it a note submitted by the Office, reminding the Committee that the Governing Body, at its 98th Session (Montreal, May 1946), had authorised the Employment Committee to set up a Subcommittee of its American Members “to consider questions relating to vocational training in the American countries and to make suggestions to the Governing Body in due course concerning the desirability of adding other members to the Subcommittee”.

The Committee decided to set up the Subcommittee. It further decided that the Subcommittee should consist of four members from each group and appointed these as follows:

Government Group:
- Canada.
- Chile.
- Mexico.
- United States.

Employers' Group:
- Mr. MacDonnell.
- Mr. Zellerbach.
- Mr. Vllanes Ramos.
- Mr. J. B. Pons.

Workers' Group:
- Mr. Bengough.
- Mr. Watt.
- Mr. Lombardo Toledano.
- Mr. Ibañez.

In accordance with the suggestions made by the Office, the Committee decided to ask the Governing Body to fix a meeting of the Subcommittee and also of the Employment Committee itself immediately before the 30th Session of the Conference in June 1947.
The Committee proposed that the first item to be placed on the agenda of its next session should be the consideration of the proposed methods of regional co-operation suggested by the Mexico Conference in paragraphs 29 to 32 of the resolution on vocational training.

Further, the Committee referred to the problem of conditions of employment of workers transferred from one country to another, a problem of particular importance at the present time, both with regard to workers transferred under bilateral agreements and also as regards displaced persons at present in Germany and Austria, concerning whom some countries are carrying out manpower recruitment programmes in agreement with the military authorities of the occupying countries.

After some discussion, the Committee decided to ask the Office to submit to it a note explaining the present position with regard to this problem and to place the question on the agenda of its next session.
APPENDIX XV

FIFTEENTH ITEM ON THE AGENDA

REPORT OF THE DIRECTOR-GENERAL

The outstanding event of the period which has elapsed since the last session of the Governing Body in October is the entry into force on 19 December 1946 of the Agreement between the International Labour Organisation and the United Nations. The Director-General addressed the United Nations General Assembly at its sitting on 14 December at which the Agreement was approved by the General Assembly.

Meetings of the Industrial Committees for Building, Civil Engineering and Public Works and Textiles were held in November-December in Brussels and the Committee of Experts on Staff Questions met in December at Lake Success. The work of preparation for the 30th Session of the Conference, the Preparatory Asiatic Regional Conference, the Petroleum Industrial Committee and the other meetings scheduled for the current year has proceeded satisfactorily.

I. Obituaries

Gunnar Andersson.

The Director-General deeply regrets to announce the death in Montreal on 19 October 1946 of Gunnar Andersson, Workers' member of the Governing Body of the International Labour Office since 1936 and for many years one of the leading trade unionists of Sweden. He was 56 years of age.

Born on 4 September 1890 at Tjällmo in the province of Östergötland, Sweden, he began his industrial life as a metal worker. From an early age he took an active part in the activities of his local trade union, in the co-operative movement, in the work of the Social-Democratic Youth and of temperance organisations and in local administration.

From 1926 to 1936 he was a member of the Executive of the Swedish Metal Workers' Federation, being President from 1932 to 1936. In 1936 he was elected Joint President of the Swedish Confederation of Trade Unions, a post created very largely with a view to the fulfilment of the expanding duties of the President in the international field. From 1939 onwards he served on a number of official boards and committees set up to deal with the emergency situation created by wartime conditions, such as the Industry Commission, the National Defence Commission, the Cost-of-Living Enquiry Committee, etc.

Gunnar Andersson was a member of the Swedish Delegation for International Collaboration in Social Questions, the official tripartite body set up to maintain contact with the I.L.O. in particular, and was closely associated with the work of the I.L.O. from 1934 onward. In that year he attended the 18th Session of the Conference as Workers' adviser. In 1936, when attending the 20th Session in the same capacity, he was elected Workers' member of the Governing Body, a position which he held until his death, and thenceforward he attended all sessions of the Conference as Swedish Workers' delegate. In 1937 he was a member of the Swedish Delegation to the Tripartite Textile Conference in Washington. During the war he attended the Philadelphia Conference. At the Paris Conference in 1945 he was elected Workers' Vice-President. He represented the Governing Body at the meetings of the Industrial Committee on Iron and Steel Production (Cleveland, April 1946) and of the Metal Trades Committee (Toledo, May 1946). He was present at the 98th Session of the Governing Body in Montreal, and it was while attending the 29th Session of the Conference that he was stricken by the illness to which he succumbed soon afterwards.

A convinced internationalist and a great trade union leader, who never wavered in his faith in both these causes, he will be sadly missed by all who knew him and worked with him, both in Sweden and in the field of international labour affairs.

Dr. Leroy U. Gardner.

Dr. Leroy U. Gardner, Director of the Saranac Laboratory of the Trudeau Foundation at Saranac Lake, New York State, died at his home on 24 October 1946 at the age of 57.

Dr. Gardner was an international authority on silicosis and other industrial diseases. He had made the Saranac Laboratory famous as a centre of silicosis research and was the author of a number of works and articles on tuberculosis, silicosis and related industrial diseases. He attended the I.L.O. Silicosis Conference in Johannesburg in 1930 and was one of the most
valued members of the I.L.O. Correspondence Committee on Industrial Hygiene and of its Silicosis Subcommittee before the war, and was reappointed to both these Committees when they were recently reconstituted. The untimely loss of his specialised knowledge and tireless energy is a serious blow to the important field of industrial medicine in which he worked and will be felt both in his own country and in international circles.

II. Composition of the Governing Body

Filling of the Vacancies left on the Governing Body and its Committees by the Death of Mr. Andersson.

In accordance with Article 5, paragraph 2, of the Standing Orders of the Governing Body, the Workers' group will be called upon to fill the vacancy among the Workers' members of the Governing Body arising as a result of the death of Mr. Gunnar Andersson.

It will also be necessary for the group to fill the vacancies left on the following Committees of which Mr. Andersson was a member:

- Finance Committee.
- Employment Committee (substitute).
- Standing Orders Committee.
- Committee on Staff Questions (substitute).
- Correspondence Committee on Industrial Hygiene.
- Coal Mining Industrial Committee (Second Session, substitute).
- Metal Trades Industrial Committee.

Determination of the Eight States of Chief Industrial Importance.

The Governing Body may remember that at its 92nd Session (Philadelphia, April 1944), when designating China to fill the vacant place among the eight States of chief industrial importance, without attempting to make the usual statistical calculations in view of the abnormal wartime circumstances, it decided, having regard to its earlier decisions on the matter, to review the whole list of eight States of chief industrial importance on the basis of appropriate criteria as soon as circumstances allowed.

The question of determining the eight States of chief industrial importance will arise as a practical issue in connection with the next Governing Body elections, to be held at the 1948 Session of the Conference. It is important that preliminary arrangements for making the determination in accordance with the Governing Body's decision, mentioned above, should be put in hand without delay. In 1934, on the occasion of the entry of the United States into the Organisation, the Governing Body at its 68th Session (Geneva, September 1934) requested its Officers, in co-operation with the Office, to prepare a report for the purpose of determining the eight States of chief industrial importance, and a small committee of statistical experts was appointed to determine the method of applying the criteria of selection. The assistance of statistical experts would appear to be essential on this occasion also, and the Office therefore suggests that the Governing Body should decide to set up a small committee of statistical experts to assist the Officers of the Governing Body in making recommendations concerning the determination of the eight States of chief industrial importance.

If the Governing Body agrees to this proposal, it is suggested that the committee of statistical experts should consist of not more than six persons, who would be nationals of States having no direct interest in the question, either because they would certainly be on the list of the eight States of chief industrial importance or because they would certainly not be on that list. It is further suggested that at least one of the experts should be a national of each of the following groups of States: (a) American States; (b) Asiatic States; (c) European States; (d) other States. If these principles are approved by the Governing Body, the Government group might be requested to propose to the Governing Body the names of the States of which the experts should be nationals. The names of the experts would be submitted to the Governing Body at a later session.

List of Committees and System of Substitutes for Governing Body Representatives on Committees.

In accordance with the decision taken by the Governing Body at its 98th Session, the Office has compiled and distributed a list of members of committees of the I.L.O.

In the case of the representatives of the Governing Body on committees, some difficulty occasionally arises with regard to the substitutes for the regular members.

In most cases the Governing Body, when appointing its representatives on committees, also appoints one or more group substitutes. There are occasions, however, when either no group substitute is appointed, or the group substitute as well as the regular member is unable to attend. Further, the position with regard to personal substitutes for employers' or workers' members is not altogether clear. It is therefore suggested that the Standing Orders Committee should be requested to consider how far it is desirable to attempt to frame general rules with regard to substitutes.
III. Conferences


The Governing Body was informed at its 99th Session that the Correspondence Committee on Accident Prevention, at its session held in San Francisco from 8 to 27 July 1946, had completed its examination of the Draft Model Safety Code for Factories.

The next stage in the procedure for the adoption of the Code is therefore the convening of a Technical Tripartite Conference on Safety Provisions for Factories at the earliest practicable date. It is suggested that the Governing Body should authorise the convening of this conference in Geneva in the autumn of 1947. The Office is not yet in a position to make a proposal as to the exact date of the conference, which must depend on the possibility of fitting the meeting into the general programme of work of the Organisation. It seems probable, however, that the conference might most conveniently be called at the end of November after the Preparatory Asiatic Conference.

It is suggested that the agenda of the Conference should be "Safety Provisions for Factories", and that the Conference should have before it—

1. a Draft Model Code on Safety Provisions for Factories;
2. the preliminary text of a proposed Convention on safety provisions for factories.

Of these two items, it is proposed that the first should be disposed of finally by the Technical Tripartite Conference, which would give final form to the Model Code. The proposed Convention, on the other hand, would be submitted for adoption by a session of the general Conference of the International Labour Organisation, perhaps the 1949 Session.

Sixth International Conference of Labour Statisticians.

At its 100th Session in October 1946, the Governing Body decided that the Sixth International Conference of Labour Statisticians should meet in Montreal on 4 August 1947; and it authorised the Office to convene a small meeting of statistical experts to assist in preparations for the Conference and, in particular, in defining the scope of the items on the agenda.

Preparation of the documents for the Conference is now well advanced and arrangements are being made for the small group of experts to meet in Montreal in late February or early March. The following statistical experts have been invited to attend this meeting: Mr. R. B. Ainsworth, Director of Statistics in the United Kingdom Ministry of Labour and National Service; Mr. Charles Bettelheim, Director of the Research and Statistics Centre of the French Ministry of Labour and Social Affairs; Mr. Ewan Clague, United States Commissioner of Labor Statistics; Mr. F. Fajfr, President, Office of Statistics of the Czechoslovak Republic; Mr. H. Marshall, Dominion Statistician, Canada; Mr. D. K. Lieu, Commercial Counsellor, Chinese Embassy, Washington; Mr. J. Saenz, Director-General of Statistics, Mexico; and Mr. Arne Skaug, Director, Central Bureau of Statistics, Norway.

In deciding the date and place of the Conference of Labour Statisticians, the Governing Body took into account the proposals of the International Statistical Institute and of the Chairman of the United Nations Statistical Commission to hold a World Statistical Congress in Washington and New York in September 1947. As was suggested in the Office's note proposing the convening of the Sixth International Conference of Labour Statisticians, it would seem desirable that any recommendations which this Conference may adopt should be made available to the various meetings forming part of the World Statistical Congress.

The Governing Body may therefore wish, as an exceptional measure, to authorise the Office to communicate the recommendations of the Conference to such meetings for their information, together with a covering note explaining that it will be for the Governing Body to consider what action should be taken on the recommendations.

IV. Proposals concerning Committees

Committee of Experts on the Application of Conventions.

The 17th Session of the Committee of Experts on the Application of Conventions will meet in Geneva on 24 March 1947. As in previous years, the session may be expected to last a week.

In accordance with the established procedure, the Report of the Committee of Experts will be forwarded to the Governments for observations and submitted to the International Labour Conference at its 30th (1947) Session. The report will be laid before the Governing Body at the session which precedes the 30th Session of the Conference.

1 See Minutes of the 100th Session of the Governing Body, Second Sitting, pp. 21-23, and Appendix VI, p. 38.
2 Ibid., Appendix VI.
Proposed Reconstitution of the Advisory Committees on Salaried Employees and on Professional Workers.

In considering, at its 98th Session, a suggestion concerning the reconstitution of the Advisory Committees on Salaried Employees and on Professional Workers, the Governing Body agreed that the Office should lay definite proposals for this purpose before it at a later date. These proposals, which were submitted at the 100th Session, were adjourned for further consideration and are resubmitted to the present session.

Experience before the war indicated that on a number of questions the work of the two Committees tended 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 to both salaried employees and professional workers, in view of the similarity of their problems in many countries.

At the 98th Session, Sir Joseph Hallsworth stated that the Workers' group was in favour of giving the reconstituted committee a tripartite character like that of the Industrial Committees. It will be for the Governing Body to consider this proposal.

After deciding on the composition of the proposed committee, the Governing Body would have to consider the method of appointment of the members. It is suggested that this should be similar to the method adopted 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.

Consideration would next have to be given to the States Members to be represented on this committee. The choice is perhaps more difficult in respect of this committee than of any of the Industrial Committees, as salaried employees and professional workers are to be found in all countries, and it is clearly desirable that the committee should not be too large and the Governing Body may 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 the 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 to the committee: China, Czechoslovakia, Egypt, France, India, Sweden, United Kingdom, United States, Uruguay.

In view of the fact that some of the problems to be dealt with by the proposed committee would be of interest to the United Nations Educational, Scientific and Cultural Organisation, it is suggested that U.N.E.S.C.O. should be invited to be represented at the meetings of the committee.

Proposed Reconstitution of a Committee on Recreation.

The question of workers' spare time was raised as an international social problem as early as the First Session of the International Labour Conference in 1919 in Washington, at the time of the adoption of the Hours of Work (Industry) Convention. In 1924, the Sixth Session of the Conference adopted a Recommendation concerning the development of facilities for the utilisation of workers' spare time, the preamble to which stressed the value of the well-directed use of spare time to the workers themselves, to their productive capacity and, indeed, to the progress of civilisation. A resolution was adopted at the same session requesting the Office to collect and publish information on the subject. Spare time was discussed in relation to unemployment among young persons at the 19th Session of the Conference in 1935, and the Recommendation adopted contains a special section on recreational and social services for the young unemployed.

In the following year, at the 20th (Maritime) Session of the Conference, a Recommendation was adopted concerning seamen's welfare in ports of which Part IV deals, inter alia, with arrangements for the organisation of recreational facilities.

By decision of the Governing Body at its 75th Session (April 1936), an Advisory Correspondence Committee on Workers' Spare Time was set up to investigate the question and to co-ordinate the movements which existed in the various countries. Six members of the Governing Body were appointed to form an Executive Committee. At its 79th Session in 1937, the Governing Body approved a list of 100 persons from 27 countries to act as correspondents, and also a list of subjects for study, of which it chose two for immediate consideration: (a) facilities for workers' holidays during their holidays with pay, and (b) holiday camps for young workers. It decided to take into consideration for subsequent study the question of workers' and adult education.

At its first session in 1938, this Committee discussed the question of holiday facilities and adopted a resolution concerning the need for combined action to facilitate the use of paid holidays. The question of holiday camps was put on the agenda for the next session, but further meetings of the Committee were prevented by the outbreak of war.

Since the termination of hostilities the problem of leisure has again come to the fore. There has also been a steady advance in the acceptance of the principle of annual paid holidays as a statutory right for the working population as a whole; even during the war years, new laws were enacted in a number of countries entitling workers in general, or special categories of workers, to annual paid holidays, and there was also a tendency to broaden holidays-with-pay schemes to include additional groups of workers and to lengthen the period of holiday allowed.

Nevertheless, the actual provision of spare time facilities has not kept pace with the increase
of leisure. The war, which brought into still greater prominence the need for the provision of spare time facilities, at the same time retarded their development. National movements are, however, again gathering strength in many countries.

Two requests were received by the Office during the war years for the revival of the Committee on Recreation, one from the Government of a State Member of the Organisation, and the other from the representative of an industrial welfare society. Material obstacles were, however, too great at that time for meetings of I.L.O. Committees to be convened. Now that activities which necessarily lapsed during the war are once again being resumed, it would seem opportune that this Committee should be reformed. Moreover, "the provision of... facilities for recreation and culture" is among the objects listed by the Declaration of Philadelphia to be achieved by programmes which it is the solemn obligation of the International Labour Organisation to further among the nations of the world.

The Office accordingly suggests that the Governing Body should reconstitute the Correspondence Committee on Recreation.

Composition of the Committee.

The Office proposes that the Committee should be composed of experts chosen individually for their knowledge and experience of the subjects to be studied. If the Governing Body agrees in principle to this proposal, the Office will submit at an early session a suggested list of names of experts for appointment by the Governing Body. The Governing Body would no doubt wish to appoint members of the three groups to represent it at any meetings of members of this Committee which it might authorise. It would no doubt also wish to authorise the Director-General to invite the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation to be represented at any such meetings.

Agenda of the First Meeting of the Committee.

As mentioned above, the question of holiday camps for young workers was on the agenda of the meeting of the Committee in October 1938, but owing to lack of time it could not be discussed. More adequate provision for the needs of youth has become a subject of primary concern in many countries since the Committee last met, and the problem of the leisure time of young persons is receiving close and careful consideration, both officially and unofficially. On the international level, the protection of children and young workers was placed on the agenda of the 27th Session of the International Labour Conference in 1945 and a Resolution was adopted which recommended, *inter alia*, that the following services and facilities should be provided as a minimum: "the encouragement of the organisation of facilities for leisure-time activities adapted to different age groups and the encouragement of youth organisations for the purpose of promoting the physical, intellectual and moral development and public spirit of children and young persons". The time would appear ripe to widen the scope of the question which was to be discussed by the Recreation Committee in 1938, and the Office suggests that the agenda of the first meeting of the Recreation Committee, when reconstituted, should include the following question: Facilities for the leisure time activities of young persons.

Date and Place of the First Meeting of the Committee.

When the Office submits to the Governing Body a suggested list of appointments to the Committee, it will submit also proposals for the date and place of the first meeting.

V. Proposed I.L.O. Mission to Study the Problem of Migratory Labour in Central and South Africa

At its 98th Session (Montreal, May 1946), the Governing Body authorised the Office to accept an invitation from the Government of the Belgian Congo to send a mission to the Congo to study the problem of migratory labour on the spot. It was agreed that the attention of the other Governments concerned should be drawn to the matter in order that the enquiry might be extended to neighbouring countries in which similar problems arose.

Since the Governing Body took that decision the Government of the Union of South Africa has addressed an official invitation to the Office, suggesting that after visiting the Belgian Congo the members of the mission should proceed to the Union of South Africa in order to make a first-hand study of the problems of migratory labour arising in that country.

In addition, at the 29th Session of the Conference (Montreal, September-October 1946) the representatives of the United Kingdom Government on the Committee on Dependent Territories stated that their Government would welcome a visit of the proposed mission in Northern Rhodesia and that the Southern Rhodesian Government hoped that it would also visit Southern Rhodesia.

The United Kingdom and South African Government members of the Committee expressed the hope that the mission would be purely technical in character, consisting of one I.L.O. official
and one or two members of the Committee on Social Policy in Dependent Territories. It does not seem possible for this mission to take place before the 30th Session of the Conference in view of the time needed to prepare and carry it out.

In these circumstances, the Governing Body is asked to approve the following proposals:

1. That the invitations from the Governments of the United Kingdom and the Union of South Africa should be accepted;

2. That the Office should be authorised to send out a technical mission after the 30th Session of the Conference for the purpose of studying the question of migratory labour in the Belgian Congo, in Northern and Southern Rhodesia and in the Union of South Africa, the mission to consist of one or two members of the Committee on Social Policy in Dependent Territories and an I.L.O. official.

VI. Interpretation of the Decisions of the International Labour Conference

Paid Vacations (Seafarers) Convention, 1946.

In reply to enquiries from the Finnish Shipowners’ Organisation concerning the interpretation of Article 1, paragraph 3 (c) and Article 9 of the Paid Vacations (Seafarers) Convention 1946, the following memoranda were sent to the Finnish Shipowners’ Organisation on 25 November 1946 giving the opinion of the International Labour Office on the questions raised, subject to the usual reservation that the Constitution of the Organisation has conferred on the Office no special authority to interpret the texts adopted by the International Labour Conference.

I

Paid Vacations (Seafarers) Convention, 1946

(Article 1, paragraph 3 (c))

MEMORANDUM BY THE INTERNATIONAL LABOUR OFFICE

Article 1 of the Paid Vacations (Seafarers) Convention, 1946, is in part as follows:

1. This Convention applies to every sea-going mechanically propelled vessel, whether publicly or privately owned engaged in the transport of cargo or passengers for the purpose of trade and registered in a territory for which the Convention is in force.

2. National laws or regulations shall determine when vessels are to be regarded as sea-going vessels.

3. This Convention does not apply to—

(c) estuarial craft.

The question submitted for an opinion to the International Labour Office is whether vessels plying on sweet water lakes are to be considered as estuarial craft within the meaning of paragraph 3 (c) of this Article.

Such vessels would not appear to be estuarial craft. The reports and records of the Copenhagen and Seattle Conferences throw no special light on the meaning of this expression, which originated in an amendment to the Wages, Hours of Work and Manning (Sea) Convention proposed at the Maritime Preparatory Conference at Copenhagen and accepted without discussion. The term was introduced into the Paid Vacations (Seafarers) Convention at Seattle to give effect to a decision by the competent committee of the Conference that the scope of the Paid Vacations Convention should, so far as possible, be identical with that of the Wages, Hours of Work and Manning Convention. The ordinary meaning of the expression is, however, reasonably clear. Etymologically the term “estuary” is derived from “aestuarium”, a place reached by the tide (aestus). The term “estuary” is consistently defined in the standard dictionaries as including only tidal waters, and the French term “estuaire”, while perhaps rather wider, does not appear to have any substantially different meaning. Thus the Shorter Oxford English Dictionary gives general and special meanings for estuary, the general meaning being “a tidal opening; an arm of the sea” and the special meaning being “the tidal mouth of a great river, where the tide meets the current”.

Webster’s New International Dictionary defines the term as meaning “a passage, as the mouth of a river or lake, where the tide meets the river current; more commonly an arm of the sea at the lower end of a river; a firth”, and adds that in physical geography it means “a drowned river mouth, caused by the sinking of the land near the coast”. The Encyclopaedia Britannica defines it as meaning “the mouth of a river where sea and fresh water meet and where tidal effects are conspicuous”. Littré defines “estuaire” as meaning

3 Encyclopaedia Britannica, 14th Ed., p. 743.
originally an “étang maritime où l’on nourrissait du poisson”, gives its geographical meaning as being a “sinuosité du littoral, qui n’est couverte d’eau qu’à la marée montante”, and says that it is used “par analogie de l’embouchure d’un fleuve qui forme une sorte de golfe.” Larousse defines “estuaire” as meaning “sinuosité du littoral, qui n’est couverte d’eau qu’à la marée haute”, or, alternatively, “golfe formé par l’embouchure d’un fleuve”, the Gironde being given as an example. While the sense of the French term may perhaps be somewhat wider than that of the English, though this is at least debatable, it seems clear that the expression “estuarial craft” as used in the Convention must be regarded as including tugs, lighters, dredges, ferries and similar craft plying in estuaries, in the sense of the tidal mouths of rivers, but as excluding vessels plying on sweet water lakes. Even if the term “estuary” were to be used of the mouths of rivers opening into sweet water lakes, only craft operating in such river mouths and not sweet water lake craft in general could be regarded as estuarial craft.

While vessels plying on sweet water lakes cannot therefore, subject to the above considerations, be regarded as estuarial craft, they fall outside the scope of the Convention on the basis of another provision unless they are classified as sea-going vessels by national laws or regulations. Under paragraph 1 of Article 1 the Convention applies only to “sea-going” vessels; paragraph 2 provides that “national laws or regulations shall determine when vessels are to be regarded as sea-going vessels”. Vessels plying on sweet water lakes are not sea-going within the ordinary meaning of the expression, and it may be presumed that they would not normally be classified as sea-going by national laws or regulations. In this connection it may be recalled that the Committee on Wages, Hours and Manning at the Seattle Session of the Conference pointed out that it “was felt necessary to ensure that the definition of sea-going vessels adopted in each country should be that country’s normal definition and not one adopted specially for the purpose of excluding certain vessels from the application of the Convention”. This consideration is equally applicable to the Paid Vacations (Seafarers) Convention, 1946.

II

Paid Vacations (Seafarers) Convention, 1946
(Articles 3 and 9)

MEMORANDUM BY THE INTERNATIONAL LABOUR OFFICE

Articles 3 and 9 of the Paid Vacations (Seafarers) Convention, 1946, are as follows:

Article 3

1. Every person to whom this Convention applies shall be entitled after twelve months of continuous service to an annual vacation holiday with pay, the duration of which shall be—

(a) in the case of masters, officers and radio officers or operators, not less than eighteen working days for each year of service;

(b) in the case of other members of the crew, not less than twelve working days for each year of service.

2. A person with not less than six months of continuous service shall on leaving such service be entitled in respect of each complete month of service to one and a half working days’ leave in the case of a master, officer, or radio officer or operator, and one working day’s leave in the case of another member of the crew.

3. A person who is discharged through no fault of his own before he has completed six months of continuous service shall on leaving such service be entitled in respect of each complete month of service to one and a half working days’ leave in the case of a master, officer or radio officer or operator, and one working day’s leave in the case of another member of the crew.

4. For the purpose of calculating when a vacation holiday is due—

(a) service off articles shall be included in the reckoning of continuous service;

(b) short interruptions of service not due to the act or fault of the employee and not exceeding a total of six weeks in any twelve months shall not be deemed to break the continuity of the periods of service which precede and follow them;

(c) continuity of service shall not be deemed to be interrupted by any change in the management or ownership of the vessel or vessels in which the person concerned has served.

5. The following shall not be included in the annual vacation holiday with pay:
   (a) public and customary holidays;
   (b) interruptions of service due to sickness or injury.

6. National laws or regulations or collective agreements may provide for the division into parts of an annual vacation holiday due in virtue of this Convention or for the accumulation of such a vacation holiday due in respect of one year with a subsequent vacation holiday.

7. National laws or regulations or collective agreements may, in very exceptional circumstances when the service so requires, provide for the substitution for an annual vacation holiday due in virtue of this Convention of a cash payment at least equivalent to the remuneration provided for in Article 3.

Article 9

Nothing in this Convention shall affect any law, award, custom or agreement between shipowners and seamen which ensures more favourable conditions than those provided by this Convention.

Under the legislation concerning seafarers’ vacations at present in force in Finland, seafaring officers and other members of the crew are equally entitled to twelve days’ holiday with pay after one year of service. The question submitted for an opinion to the International Labour Office is whether, in the event of Finnish legislation being amended to accord to officers the eighteen days’ holiday provided for in the Convention, it would be necessary in view of Article 9 of the Convention also to accord eighteen days’ holiday to other members of the crew in order to maintain the practice of according the same number of days to officers and crew.

Article 9 of the Paid Vacations (Seafarers) Convention, 1946, is identical with Article 20 of the Hours of Work and Manning (Sea) Convention, 1936, which was the subject of an interpretation given by the International Labour Office and published in the Official Bulletin in 1938. In that opinion it was pointed out that an Article of this type “does not create any obligation to maintain existing standards in so far as they are higher than the standard set by the Convention”, but “simply emphasises the general principle asserted by the Constitution of the Organisation that there is no obligation under any international labour Convention to lower existing higher standards to the Convention level, and it thereby rebuts any presumption which might otherwise arise under the law of certain countries that ratification of a Convention is intended to abrogate existing more favourable arrangements”.

Ratification of the Paid Vacations (Seafarers) Convention, 1946, involves an obligation to give effect to the provisions thereof, including an obligation to grant holidays with pay of not less than eighteen working days for each year of service in the case of masters, officers and radio officers or operators, and not less than twelve working days for each year of service in the case of other members of the crew. It does not involve any legal obligation to maintain any feature of the existing legislation or practice not required by the terms of the Convention.

The question whether, in the event of the number of holidays accorded to officers being increased to the minimum of eighteen days required by Article 3, paragraph 1 (a) of the Convention, the number of days accorded to the crew should be increased beyond the minimum of twelve days required by Article 3, paragraph 1 (b), in order to maintain the practice of according the same number of days to officers and crew, is therefore entirely a question of policy to be decided by the competent Finnish authorities in their discretion in the light of national conditions and requirements. Article 9 of the Convention does not require any such increase nor does it preclude it, since the Convention, like all international labour Conventions, embodies minimum international standards and leaves each Member free to raise the prescribed standards whenever it considers such action possible and appropriate.

VII. Publications

The production of Conference documents continues to call for a much greater effort than in the past. During the last few months, in addition to three reports for the 30th Session, the authentic texts of the decisions of the Seattle and Montreal Sessions and the Record of Proceedings of the Seattle Session and of the Mexico Conference have all been published, and work is well advanced on the Record of Proceedings of the Montreal Session. Three reports for the New Delhi Conference have been printed in proof form as a basis for consultation of the competent authorities, and also the Draft Model Code of Safety Provisions for Factories together with a survey of law and practice in four volumes.

1 I.L.O., Legislative Series, 1939—Fin. 2.
3 Article 3, paragraph 1 (a).
4 Article 3, paragraph 1 (b).
At the same time, numbers of the Official Bulletin have been published containing, among other things, the texts adopted by the various Conferences held in 1946. There are still some gaps to be filled in the documentation published in the Official Bulletin, but it is hoped that the series will soon be complete.

The Minutes of the Governing Body, which had fallen somewhat behind under the pressure of Conference work, are also being brought up to date.

Two substantial volumes have been added to the Studies and Reports series: Public Investment and Full Employment and Nutrition in Industry.

The 1945-1946 issue of the Year Book of Labour Statistics will be ready shortly.

Receipts from sales in 1946 were the highest since 1938.

VIII. Public Information Work

With the establishment on 1 January of a new Public Information Section, the basis has been provided for an expansion of the Office's activities in the field of public information. Recruiting to fill the posts provided for in the section is proceeding.

In the period under review, major public interest in the Organisation was focused on the 29th Session of the Conference, on the establishment of relations between the Organisation and the United Nations, and on the meetings of the Industrial Committees for the textile, building and petroleum industries.

The 29th Session of the Conference was widely reported and commented upon by the press, radio and newsreels. A total of 102 representatives of news agencies, newspapers, magazines, photographic agencies, newsreel agencies, and governmental information agencies was accredited to the session. Photographs of the delegates were widely distributed and printed, and newsreels were exhibited throughout Canada and the United States. There were several domestic broadcast from the Conference to the United States and Canada, and the International Service of the Canadian Broadcasting Corporation recorded 94 transcriptions, in which 34 delegates participated, for broadcast throughout the world.

The press continued to make frequent use of the news releases issued by the Office on its current activities. These releases are now distributed through the teleprinter facilities of the United Nations, with which the Office is itself now linked by teleprinter, in addition to the regular distribution through the facilities of the Office. The releases were supplemented by two information papers, one summarising the decisions of the 29th Session of the Conference and the other containing a bibliography on the Organisation.

Material recently printed by or in co-operation with the Public Information Section include an issue of The I.L.O. News Service, a pamphlet entitled The I.L.O. and Seafarers, and a revised edition of the folder The I.L.O.: What It Is, What It Does, How It Works. Publication of a Spanish edition of The I.L.O. News Service has also been inaugurated.

Several special articles have been prepared for periodicals, yearbooks and encyclopedias, and the section has co-operated in the production of broadcasts, including one in the National Broadcasting Company's series "Your United Nations", in which the Director-General participated. Photographs have continued to be distributed as opportunity offered.

Co-operation with the Consultative Committee on Public Information of the United Nations and the Specialised Agencies has been continued.

FIRST SUPPLEMENTARY REPORT

Meeting of the Joint Maritime Commission in 1947

Representatives of both the shipowners and the seafarers have suggested that a meeting of the Joint Maritime Commission in the course of 1947 would be very desirable. A credit for such a meeting is available in the budget. The items which are proposed for the agenda either by members of the Joint Maritime Commission or by the Office are discussed below.

The Seattle Conventions and the Progress of Ratification.

If the Commission meets in the autumn of 1947, more than a year will have elapsed since the close of the Seattle Conference, and the Governments of States Members will therefore have had an opportunity of deciding their attitude towards ratification of the nine Conventions adopted at Seattle. It would seem extremely useful for the Joint Maritime Commission to study the results and make any suggestions which may be appropriate with a view to securing ratification in cases where the action necessary for this purpose has not already been taken.

Relations between the I.L.O. and the Proposed Intergovernmental Maritime Consultative Organisation.

As members of the Governing Body will be aware, in October 1946 the Second Session of the United Maritime Consultative Council prepared, for submission to the Economic and Social Council of the United Nations, the draft of a Convention for the establishment of an Inter-
governmental Maritime Consultative Organisation. The question will come before the Transport and Communications Commission of the Council in February 1947.

The purpose of the new Organisation as defined in the draft Convention is—

1. to provide machinery for co-operation among Governments in the field of governmental regulation and practices relating to technical matters of all kinds affecting shipping engaged in international trade, and to encourage the general adoption of the highest practicable standards in matters concerning maritime safety and efficiency of navigation;

2. to encourage the removal of all forms of discriminatory action and unnecessary restrictions by Governments affecting shipping engaged in international trade so as to promote the availability of shipping services to the commerce of the world without discrimination;

3. to provide for the consideration by the Organisation of any shipping problems of an international character involving matters of general principle that may be referred to the Organisation by the United Nations. Matters which are suitable for settlement through the normal processes of international shipping business are not within the scope of the Organisation;

4. to provide for the exchange of information among Governments on matters under consideration by the Organisation.

While it is not suggested that there is any danger of overlapping or of conflict of competence between the new Organisation and the maritime work of the International Labour Organisation, it would certainly be desirable for the Joint Maritime Commission to review the matter and discuss the manner in which the I.L.O. could most usefully co-operate on questions of common interest. One obvious matter of common interest is the question of safety of life at sea. The Governing Body will recall that at its 99th Session it noted a resolution adopted by the Seattle Conference urging that representatives of the Joint Maritime Commission should participate, in a consultative capacity, in the Diplomatic Conference for the Revision of the Convention on Safety of Life at Sea.

Welfare.

In accordance with a Resolution of the Seattle Conference, the Governing Body, at its 99th Session, instructed the Office to ask Governments to report what they have done or intend to do towards improving the conditions for seamen in ports. If a certain number of replies have been received from Governments, it might be useful to submit them to the Joint Maritime Commission for discussion and for suggestions as to the future work of the Office in this field. These could then be incorporated in the report which the Office was asked to prepare for the Governing Body in the light of the replies of Governments.

Fishermen's Charter.

In accordance with the decision taken by the Governing Body at its 99th Session, the Office has sent to Governments a lengthy questionnaire covering all aspects of the conditions of employment of fishermen. It is to be expected that Governments will take some time to reply to the detailed questions, especially as a number of different Government departments will probably be involved. Nevertheless, if a sufficient amount of material had been collected to permit the Office to draft a preliminary report, the Joint Maritime Commission might wish to take cognisance of that report. Most of the members of the Commission have probably no direct connection with the fishing industry, but they might wish to express an opinion as to the desirability of setting up a small subcommittee of experts in the fishing industry (either bipartite or tripartite) to assist the Office in the preparation of appropriate protective measures for fishermen.

Transfer of Flag and Conditions in Mandated Territories.

A letter has been received from Mr. Oldenbroek, General Secretary, International Transport Workers' Federation, requesting that the Office investigate the problem of "ships being registered under the Panama and Palestinian flags, as well as certain other flags, by owners who are not nationals or residents of the countries in question". He also asks for information as to "the social provision made for seafarers serving in ships on the register of a mandated territory, such as Palestine".

The Office will endeavour to collect information on these two points with a view to preparing a report for submission, if the Governing Body agrees, to the Joint Maritime Commission, in accordance with Mr. Oldenbroek's further request that the matter be discussed at the next meeting of the Commission "in the very near future".

Director-General's Report.

It is usual for the Joint Maritime Commission to have before it a brief report by the Director-General. The report for the proposed session might in particular contain—

(a) a review of progress in ratifications (serving as a basis for the discussion of item 2 of the proposed agenda);
(b) an account of the maritime activities of the Office since the Seattle Conference.

It is therefore suggested that the Governing Body should approve the holding of a session of the Joint Maritime Commission in the autumn of 1947, the place and exact date of meeting to be settled by agreement between the shipowners' and seafarers' representatives concerned, and the agenda consisting of the items listed above.

Second Session of the Permanent Agricultural Committee

The Governing Body having at its 95th and 98th Sessions approved the proposals of the Office concerning the reconstitution of the Permanent Agricultural Committee as a committee of experts with reduced membership for a transition period, and having made the necessary appointments, it is now possible to consider the question of convening a session of the Permanent Agricultural Committee and of fixing the agenda, date and place of the proposed meeting.

It may be recalled, in this connection, that the Permanent Agricultural Committee met in regular session for the first time in February 1938, and that the second session scheduled for 1939 did not take place owing to the outbreak of war but, instead, a meeting of members living on the American continent was held in Havana in November 1939. The session to be convened will consequently be the second regular session of the Committee.

It is suggested that the forthcoming session might be held in Geneva at the end of July or the beginning of August 1947 with the following agenda:

1. General survey of developments since the first session and discussion of the order of priority for consideration by the Committee of problems of agricultural labour.
3. Question of medical examination for fitness for employment in agriculture of children and young persons.
4. Problem of security of employment in agriculture (preliminary discussion).

The proposed agenda takes account of the discussions of the First Session and of those of the Havana meeting as well as of wartime and recent developments.

The first item on the proposed agenda is primarily designed to enable the Committee to consider what agricultural labour problems the International Labour Organisation could most usefully deal with, and in what order.

The second item is a question the study of which had been specially recommended by the Permanent Agricultural Committee for early consideration by the International Labour Conference. It is hoped that the discussion of the problem in the light of wartime and recent developments will enable the Committee to make concrete suggestions to the Governing Body with a view to international action by the Conference.

The third item relates to the Resolution adopted by the 29th Session of the International Labour Conference concerning the extension of medical examination to young agricultural workers. It will be recalled that the Conference, by that resolution, requested the Governing Body to consider the possibility of instructing the Permanent Agricultural Committee to study this question with a view to its being placed on the agenda of the International Labour Conference at a suitable time.

Finally, the fourth item, which is a general question interesting all categories of agricultural workers, whether wage-paid, semi-independent or self-employed, will, it is expected, allow the Committee to survey briefly, but only in a preliminary way at this stage, the various factors affecting employment in agriculture and make suggestions as to the aspects on which the International Labour Organisation should concentrate its efforts and thus prepare the basis of suitable collaboration with other specialised agencies in the related fields.

In connection with the composition of the Permanent Agricultural Committee, it is necessary to inform the Governing Body that Mr. F. L. McDougall, one of the members appointed by the Governing Body at its 98th Session, has resigned, having in the meantime been appointed to a post in the directorate of the Food and Agriculture Organisation of the United Nations. It should also be noted that one seat on the Committee has not yet been filled. The Office will submit proposals for both of these vacant seats to the next session of the Governing Body.

Furthermore, a recent important development, namely, the creation of the International Federation of Agricultural Producers, grouping some of the most representative agricultural organisations in the world, with which the Office has already established relations, makes it particularly desirable to invite this body to send a representative to the session of the Permanent Agricultural Committee in the same way as the International Confederation of Agriculture and the International Land Workers' Federation.

To sum up:

It is suggested that the Governing Body authorise the convening of the Second Session of the Permanent Agricultural Committee in Geneva at the end of July or the beginning of August 1947 with the agenda as set forth above.

It is further suggested that the name of the International Federation of Agricultural Producers be added to the list of international agricultural organisations to be invited to send representatives to the session of the Committee.
SECOND SUPPLEMENTARY REPORT

Obituaries

The Governing Body will learn with regret of the death, which occurred recently, of three of its former members, namely Sir Louis Kershaw, Mr. Pierre Krier, and Mr. Georges Curčin.

Sir Louis Kershaw, who was born in 1869, made his career in the Indian Civil Service. In 1919 he attended the Washington Conference as Indian Government delegate, and also took part in subsequent sessions of the Conference up to 1925. He also represented the Government of India on the Governing Body of the International Labour Office from 1923 to 1926.

Pierre Krier, Minister of Labour, Mines and Reconstruction of Luxembourg, who died in Luxembourg on 20 January 1947, was an outstanding figure in the trade union and political life of his country. He was Secretary-General and later Chairman of the Trade Union Committee of Luxembourg, and for many years was also a member of the General Council of the International Federation of Trade Unions. Elected to Parliament in 1918 and regularly re-elected from that time on, he entered the Government on 5 May 1937 as Minister of Labour, Social Welfare, Mines and Public Health.

When his country was invaded in May 1940, Pierre Krier went to London with the rest of the Government. After the liberation of Luxembourg he was charged with the difficult task of reconstruction, in addition to his duties as Minister of Labour and Mines.

For over 25 years Pierre Krier was associated with the work of the International Labour Organisation. He attended the sessions of the International Labour Conference, first as Workers' delegate, and from 1937 onwards as Government delegate. For several years he was also a deputy member of the Governing Body.

In his work at the Ministry of Labour he was inspired by the principles of the I.L.O., in particular in introducing a "National Labour Conference" which gave valuable support to the Government and Parliament in drafting and applying labour legislation.

Georges Curčin, who was born in 1878, began his career in the diplomatic service and subsequently became Secretary of the Chamber of Industries of Yugoslavia and then Secretary General of the Federation of Industrial Associations of Yugoslavia. In 1925 he was elected Employers' deputy member of the Governing Body and became a full member in 1937. He also acted as Yugoslav Employers' delegate at the International Labour Conference throughout the same period and up to 1940.

The Governing Body will no doubt wish to convey its deepest sympathy to the families of the deceased.

Progress of International Labour Legislation

Conventions.

Since the last session of the Governing Body, the Office has received the instrument of ratification by India of Convention No. 32 (Protection against Accidents (Dockers) (Revised)) and the instrument of ratification by Ireland of Convention No. 63 (Statistics of Wages and Hours of Work). The above ratifications bring to 923 the total number of ratifications so far notified.

The Director-General has also been informed by the New Zealand Government that it has been decided to extend to the Cook Islands and to Western Samoa the application of Convention No. 14 (Weekly Rest (Industry)) and Convention No. 29 (Forced Labour), already ratified by New Zealand.

Convention No. 39 (Survivors' Insurance (Industry, etc.)), which had been ratified by the United Kingdom (18 July 1936) and Peru (8 November 1945), came into force on 8 November 1946. Article 28 provides that the Convention will come into force twelve months after the date on which two ratifications by Members of the Organisation have been registered.

Recommendations.

Information on action taken on various Recommendations has been received from the Governments of the United Kingdom, Iran, Italy, Mexico, Netherlands and New Zealand.

Instrument for the Amendment of the Constitution, 1945.

Since the coming into force of the Instrument for the Amendment of the Constitution, which was adopted by the Conference at its 27th Session (Paris, 1945), formal communication of ratification of this Instrument has been received from the Governments of Belgium and Poland.

Instrument for the Amendment of the Constitution, 1946; Final Articles Revision Convention, 1946.

Certified copies of the authentic texts of the Instrument of Amendment and of the Final Articles Revision Convention, which were adopted by the 29th Session of the Conference (Montreal, 1946), were despatched to the Governments of Members of the Organisation by letter dated 9 November 1946. The Office's letter duly called the attention of the Governments to the
Resolution adopted by the 29th Session of the Conference, expressing the hope that the necessary measures would have been taken by States Members to ensure the entry into force of these Instruments before the opening of the 30th Session of the International Labour Conference.

The Office has been informed of the ratification of the above-mentioned Instruments by Siam. Information received from various capitals shows that the procedure for the ratification or acceptance of the Instruments in question has reached varying degrees of progress in a number of countries, including Australia, China, Denmark, Egypt, Greece, Hungary, India, Italy, Norway, Poland, Sweden, Switzerland and United Kingdom.

The Office is doing everything in its power, both by direct correspondence with the Governments concerned and through its national Correspondents, to expedite the relevant procedure in the various countries with a view to ensuring the entry into force of these Instruments, if possible before the 30th Session of the Conference opens, as requested by the Montreal Conference last year.
APPENDIX XVI

SIXTEENTH ITEM ON THE AGENDA

DATE AND PLACE OF THE 102ND SESSION OF THE GOVERNING BODY

In accordance with the usual practice, the Governing Body will no doubt wish to hold its 102nd Session immediately before the 30th Session of the International Labour Conference. The Conference will open in Geneva on Thursday, 19 June 1947, Wednesday 18 June being left free for meetings of the Conference groups. It is therefore suggested that the 102nd Session of the Governing Body should be held on Monday 16 and Tuesday 17 June at the International Labour Office in Geneva.

It will be necessary for a short meeting of the Finance Committee to be held and a proposal laid before the Employment Committee contemplates the holding of a meeting of a subcommittee of that committee, as well as of the committee itself, in connection with the 102nd Session. It is, however, difficult at this stage to anticipate whether any other sessions of committees will be needed, and it is accordingly suggested that the Director-General should be authorised to arrange for the meetings of any necessary committees with the approval of the Chairman of the Governing Body.

The 103rd Session of the Governing Body will no doubt be held immediately after the close of the Conference to deal with urgent matters arising out of the Conference.
APPENDIX XVII

ALPHABETICAL LIST OF PERSONS ATTENDING THE SESSION

ALTMAN, Henryk (Polish), Government representative, Director, Ministry of Labour and Social Welfare.

AMADO, H.E. Gilberito (Brazilian), Government representative, former Senator, Envoy Extra-ordinary and Minister Plenipotentiary.

BELLINGHAM-SMITH, C. (United Kingdom), British Employers' Confederation, accompanying Mr. Burton, Employers' representative.

BETTELHEIM, C. O. (French), Director of Research, Statistics and International Relations, Ministry of Labour and Social Security, accompanying Mr. Godart, Government representative.

BJÖRCK, Wilhelm (Swedish), Government representative, Paymaster-General, former Under-Secretary of State, Ministry of Social Affairs.

BROOKE, Reginald Siddall (South African), substitute for Mr. Gemmill, Employers' representative, Joint Treasurer of the South African Federated Chamber of Industries.

BURTON, Kenneth John (United Kingdom), substitute for Sir John Forbes Watson, Employers' representative, British Employers' Confederation.

BUTLER, Peter Michael (New Zealand), Workers' deputy member, National Councillor, New Zealand Federation of Labour.

CALHEIROS LOPES, A. (Portuguese), Employers' deputy member, Director, Association of Portuguese Rice Manufacturers.

CARTHY, A. E. (United Kingdom), Assistant, International Department, Trades Union Congress, accompanying Sir Joseph Hallsworth, Workers' representative.

CHAPDELAINE, J. (Canadian), First Secretary, Canadian Embassy, Paris, accompanying Mr. McCord, Government representative.

CHARRÈRE, Jacques (French), Chief of International Relations and Publications Service, Ministry of Labour, accompanying Mr. Godart, Government representative.

CORNIL, Louis E. (Belgian), Employers' deputy member, Managing Director, Belgian Federation of Industry.

CUBILLOS, Luis (Chilean), Government representative, Chargé d'affaires of Chile at Berne.

DE VRIES, Willem Johannes (South African), Workers' deputy member, Secretary, South African Trades and Labour Council.

FENNEMA, Antony Gerardus (Netherlands), Delegate of the Netherlands Section, International Organisation of Industrial Employers, accompanying Mr. Molemaar, Employers' deputy member.

FINET, Paul C. (Belgian), Workers' representative, Secretary-General, Belgian Federation of Labour.

FUSS, Henri (Belgian), Secretary-General, Ministry of Labour and Social Welfare, accompanying Mr. Troclet, Government representative.

GODART, Justin (French), Government representative, former Minister, President of the Entr'aide Française.


HALLSWORTH, Sir Joseph (United Kingdom), Workers' representative, General Secretary, National Union of Distributive and Allied Workers, member of the General Council, Trades Union Congress.

HAUCK, Henry (French), Director, Ministry of Labour and Social Security, substitute for Mr. Godart, Government representative.

IBÁÑEZ AGUILA, Bernardo (Chilean), Workers' deputy member, General Secretary, Chilean Workers' Confederation.
JASINSKI, K. (Polish), Workers’ deputy member, Head of the Economic Board of the Polish Central Trade Union Committee.

JOUHAUX, Léon (French), Workers’ representative, General Secretary, French General Confederation of Labour, Vice-Chairman of the Governing Body.

KAUFMANN, Max (Swiss), Director, Federal Office of Industry, Arts and Crafts and Labour, Observer.

KOCH, Hans Henrik (Danish), Government deputy member, Permanent Under-Secretary of State, Ministry of Labour and Social Welfare.

KUNTSCHEN, Charles (Swiss), Employers’ deputy member, Secretary, Central Federation of Swiss Employers’ Associations.

LECOCQ, Jules (Belgian), General Secretary, International Organisation of Industrial Employers, substitute for Mr. Cornill, Employers’ representative.

LEFEVRE, R. (French), Principal Private Secretary to the Minister of Labour and Social Security, accompanying Mr. Godart, Government representative.

Li, Ping-heng (Chinese), Government representative, Permanent delegate of the Chinese Government to the International Labour Organisation.

LIZZADRI, Oreste (Italian), Workers’ deputy member, General Secretary, Italian General Confederation of Labour.

MAHER, C. E. (United Kingdom), Assistant Secretary, Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

MANI, R. S. (Indian), Secretary, Public Department, Office of the High Commissioner for India, London, accompanying Sir Samuel Runganadhan, Government representative.

McCord, C. R. (Canadian), Government representative, Director of Administrative Services, Department of Labour.

MILLER, Frieda S. (United States), Government representative, Director, Women’s Bureau, U.S. Department of Labor.

MOLENAAR, Anthonie N. (Netherlands), Employers’ deputy member, Vice-President, Netherlands Employers’ Association.

MYRDDIN-EVANS, Sir Guildhaume, K.C.M.G., 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.

OERSTED, Hans Christian (Danish), Employers’ representative, President, International Organisation of Industrial Employers.

PARANHOS DA SILVA, M. (Brazilian), Brazilian Vice-Consul in Geneva, accompanying H.E. Gilberto Amado, Government representative.

RADI Bey, Radi Abou Seif (Egyptian), Government representative, Under-Secretary of State, Ministry of Social Affairs.

ROMO CASTRO, H.E. Waldo (Mexican), Government representative, Mexican Minister at Berne.

Runganadhan, Sir Samuel (Indian), Government representative, High Commissioner for India in London.

SHAW, Charles E. (United States), Manager, Industrial Relations, Standard Oil Company of New Jersey, substitute for Mr. Zellerbach, Employers’ representative.

SOLE, D.B. (South African), Political Secretary in the Office of the High Commissioner for South Africa, London, Observer.

STEMBERG, Geertruida Johanna (Netherlands), Government representative, Director, Ministry of Social Affairs.

STUART, F. H. (Australian), First Secretary, Australian Legation, Paris, accompanying Dr. Walker, Government representative.

THORSSON, Sture (Swedish), Counsellor, Ministry of Social Affairs, accompanying Mr. Björck, Government representative.

TROCLET, Léon-Eli (Belgian), Government representative, Minister of Labour and Social Welfare.

TURNER, Bruce, Assistant Director, Division for Co-ordination and Liaison of the Departments of Economic and Social Affairs, United Nations, Observer.

TZAUT, Charles (Swiss), accompanying Mr. Oersted, Employers’ representative.

VEYSEY, G. C. (United Kingdom), Under-Secretary, Ministry of Labour and National Service, substitute for Sir Guildhaume Myrddin-Evans, Government representative.
WAGNER DE REYNA, Alberto (Peruvian), Government representative, Secretary, Peruvian Legation, Berne.

WALINE, Pierre (French), Employers' representative, General Secretary, Federation of Metal and Mining Industries.

WALKER, E. Ronald (Australian), Government representative, Economic Counsellor for Western Europe, Department of External Affairs.

WIESMAN, Bernard (United States), Chief, International Labor Organizations Branch, United States Department of Labor, accompanying Miss Miller, Government representative.

WOU Sao-fong (Chinese), Director of the Woochefee Institute of New York, accompanying Mr. Li Ping-heng, Government representative.

YLLANES RAMOS, Fernando (Mexican), Employers' representative, Executive Director, Confederation of Chambers of Industry.
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