MINUTES
OF THE
113TH SESSION
OF
THE GOVERNING BODY

BRUSSELS, 21-25 NOVEMBER 1950
CONTENTS

Persons attending the Session .................................................. 9

FIRST SITTING
Opening of the Session ......................................................... 12

SECOND SITTING
Order of Business ....................................................................... 16
Approval of the Minutes of the 112th Session (First Item on the Agenda) ......................................................................................... 16
Action to be Taken on Resolutions Adopted by the International Labour Conference at its 33rd Session (Third Item on the Agenda):
A. Resolution concerning Action against Unemployment .................. 16
B. Resolution concerning the Extension of Compulsory Education and the Provision of Facilities for Adult Education ......................... 16
C. Resolution concerning Regional Conferences ............................... 17
D. Resolution concerning International Action relating to Labour Problems in Agriculture ................................................................. 17
E. Resolution concerning Protection of the Property of Employers' and Workers' Organisations ..................................................... 17
F. Resolution concerning the Termination of Individual Contracts of Employment ................................................................. 17
G. Other Resolutions .................................................................. 17

Record of the Conference of Governments concerning Rhine Boatmen (Fourth Item on the Agenda) .................................................. 17

First Report of the Committee on the Working of the Governing Body and its Committees (Seventh Item on the Agenda):
I. Periodicity of Sessions of the Governing Body .............................. 18
II. Simplification of the System of Governing Body Committees ....... 19

THIRD SITTING
First Report of the Committee on the Working of the Governing Body and its Committees (Seventh Item on the Agenda) (continued):
III. Procedure for Consideration by the Governing Body of Questions Arising Out of the Work of Other Committees and Meetings of the Organisation ................................................................. 26
IV. Possibility of Delegating some of the Powers of the Governing Body ................................................................. 26
V. Representation of the Governing Body at I.L.O. Committees and Other I.L.O. Meetings ................................................................. 27
VI. Telephonic Interpretation ......................................................... 29
VII. Circulation of Committee Papers to all Members of the Governing Body ................................................................. 29
VIII. Joint Committees with Other International Organisations ......... 30

Report of the Finance Committee (Ninth Item on the Agenda):
Financial and Budgetary Situation on 30 September 1950 ................. 34
Proposed Transfer within the 1950 Budget ........................................ 34
Implementation of the Scheme for Alleviating Hardship Caused to Pensioners of the I.L.O. Staff Pensions Fund by Increased Cost of Living ................................................................. 34
Proposed Regulations Relating to the Payment of Travelling Expenses and Subsistence Allowances to Members of the Governing Body and its Committees ................................................................. 34
Possible Amendment of the Financial Regulations .......................... 34
Report of the Building Subcommittee .............................................. 34
Occupation of Budgetary Posts on the 1950 Budget in relation to Staffing on 15 October 1950 ................................................................. 34
Financial Situation of the Technical Assistance Fund on 15 October 1950 ................................................................. 34
Financial Situation of the Special Migration Fund on 30 September 1950 ................................................................. 34

FOURTH SITTING
Reports of the Manpower Committees (Thirteenth Item on the Agenda):
A. Report of the Joint Session of the European and Latin American Manpower Committees:
   Progress Report .................................................................. 35
   Action Taken to Give Effect to the Conclusions of the Preliminary Migration Conference ................................................................. 36
B. Report of the Asian Manpower Committee:
   Progress Report .................................................................. 37
   Technical Assistance .............................................................. 37

FIFTH SITTING
Report of the Committee on Industrial Committees (Twelfth Item on the Agenda) ................................................................. 44
I. Third Session of the Petroleum Committee ................................... 44
II. Criteria for Membership of Industrial Committees ....................... 44
SIXTH SITTING

Report of the Committee on Industrial Committees (Twelfth Item on the Agenda) (continued): ..........................

V. Proposed Tripartite Meeting of Coal-Producing Countries (continued) ..............................................

VI. Programme of Meetings:
   - Agenda for the Fourth Session of the Metal Trades Committee ..................................................
   - Agenda for the Fourth Session of the Iron and Steel Committee ..................................................
   - Agenda for the Second Session of the Advisory Committee on Salaried Employees and Professional Workers ...

VII. Proposed Tripartite Conference concerning the Co-ordination of Social Security Schemes for Miners ...........

VIII. Classification of Artificial and Organic Fibres ..............................................................................

IX. Committee on Work on Plantations ..............................................................................................

Date, Place and Agenda of the 35th (1952) Session of the International Labour Conference

Date and Place ........................................................................................................................................

Agenda ...................................................................................................................................................

SEVENTH SITTING

Date, Place and Agenda of the 35th (1952) Session of the International Labour Conference (Second Item on the Agenda) (continued):

Agenda (continued) ................................................................................................................................

Arrangements for the Regional Conference for the Near and Middle East (Sixth Item on the Agenda) ....

Report of the International Organisations Committee (Fifteenth Item on the Agenda):

I. Participation of the I.L.O. in Planning and Carrying out the Economic Rehabilitation of Korea ................

II. Relations between the I.L.O. and the Council of Europe ....................................................................

III. Proposed Covenant on Human Rights ..........................................................................................

IV. Forced Labour ...................................................................................................................................

V. Full Employment .................................................................................................................................

VI. Concentration of Effort of the United Nations and the Specialised Agencies ................................

VII. Eighth Report of the Administrative Committee on Co-ordination ..............................................

VIII. General Information ......................................................................................................................

IX. Report on the First Session of the Joint I.L.O.-W.H.O. Committee on Industrial Hygiene ............

Report of the Allocations Committee (Tenth Item on the Agenda):

Consideration of the Preparation of the Scale of Contributions for the 1952 Budget ................................

Report of the Staff Questions Committee (Eleventh Item on the Agenda):


Salary Scales and Conditions of Service of Local Staff at Geneva ...............................................

Questions relating to the United Nations Joint Staff Pension Fund ..............................................

Report of the International Civil Service Advisory Board on Recruitment Methods and Standards for the United Nations and the Specialised Agencies ....................................................

Report of the Director-General (Seventeenth Item on the Agenda):

Fifth Supplementary Report: Proposed Meeting of the Joint Maritime Commission ..........................

Sixth Supplementary Report: Joint I.L.O.-W.H.O. Committee on Hygiene of Seafarers ..................

Tenth Supplementary Report: Meeting of Experts on Systems of Payment by Results ....................

Eleventh Supplementary Report: Meeting of Experts on the Status and Conditions of Employment of Domestic Workers ............................................................... ........................

Seventh Supplementary Report: Unveiling of a Plaque at McGill University, Montreal ..................

Eighth Supplementary Report: International Labour Office Mission to the Oil Areas in Iran ...........

Ninth Supplementary Report: Fact-Finding and Conciliation Commission on Freedom of Association: Communication from the Government of the Union of South Africa 

Reports of the Manpower Committees (Thirteenth Item on the Agenda) (continued):

B. Report of the Asian Manpower Committee (continued):
   Technical Assistance (continued) ..........................................................................................................
   Reproduction and Translation of Technical Documentation on Training in the Principal Asian Languages 

C. Report of the Joint Session of the Manpower Committees:
   Proposed Manpower Field Office for the Near and Middle East ....................................................
   Draft Model Agreement on Migration for Land Settlement, including Migration of Refugees and Displaced Persons .................................................................

Arrangements for the Fifth Regional Conference of American States Members of the International Labour Organisation (Fifth Item on the Agenda) ..........................................................

Report of the Technical Assistance Committee (Fourteenth Item on the Agenda) ..........................

Report of the Director-General (Seventeenth Item on the Agenda) (continued):

Twelfth Supplementary Report: Communication from the International Federation of Christian Factory and Transport Workers ............................................................

Report of the Officers of the Governing Body on the Procedure for Dealing with Communications concerning Infringements of Trade Union Rights ..............................................
Composition of Committees (Sixteenth Item on the Agenda) .................................................. 84
Appointment of Governing Body Representatives on Various Bodies (Nineteenth Item on the Agenda) .... 86
Programme of Meetings (Eighteenth Item on the Agenda) ......................................................... 87
Date and Place of the 114th Session of the Governing Body (Twentieth Item on the Agenda) .............. 88
Report of the Director-General (Seventeenth Item on the Agenda) (continued): .......................... 88
Closing of the Session ...................................................................................................................... 88

Appendices

APPENDIX I. Agenda ......................................................................................................................... 93
APPENDIX II. Date, Place and Agenda of the 35th (1952) Session of the International Labour Conference (Second Item on the Agenda) ......................................................... 94
Supplementary Note: Declaration of the Rights of the Worker .................................................... 95
Annex A. Protection of the Health of Workers in Dangerous or Unhealthy Trades ..................... 97
Annex B. Reduction of Working Hours as a Consequence of Rising Productivity ................. 100
APPENDIX III. Action to be Taken on Resolutions Adopted by the International Labour Conference at its 33rd Session (Third Item on the Agenda) ................................................................. 108
APPENDIX IV. Record of the Conference of Governments concerning Rhine Boatmen (Paris, 24-27 July 1950) (Fourth Item on the Agenda) .......................................................... 110
APPENDIX V. Arrangements for the Fifth Regional Conference of American States Members of the International Labour Organisation (Fifth Item on the Agenda) ............................... 112
Annex. Letter from the Secretary-General of the Ministry of External Relations of the Republic of Colombia to the Director-General of the International Labour Office ............................... 113
APPENDIX VI. Arrangements for the Regional Conference for the Near and Middle East (Sixth Item on the Agenda). Annex. Letter from the Minister of Labour of Iran to the Director-General of the International Labour Office ................................. 115
APPENDIX VII. First Report of the Committee on the Working of the Governing Body and its Committees (Seventh Item on the Agenda) ................................................................. 116
I. Periodicity of Sessions of the Governing Body ........................................................................ 116
II. Simplification of the System of Governing Body Committees .............................................. 117
III. Procedure for Consideration by the Governing Body of Questions Arising Out of the Work of Other Committees and Meetings of the Organisation .................................................. 119
IV. Possibility of Delegating some of the Powers of the Governing Body ................................ 119
V. Representation of the Governing Body on I.L.O. Committees and at Other I.L.O. Meetings ... 120
VI. Telephonic Interpretation ....................................................................................................... 121
VII. Circulation of Committee Papers to all Members of the Governing Body ....................... 121
VIII. Joint Committees with Other International Organisations .............................................. 121
APPENDIX VIII. Methods of Associating All Members of the Organisation More Closely with the Work of the Governing Body (Eighth Item on the Agenda) ........................................... 122
APPENDIX IX. Report of the Finance Committee (Ninth Item on the Agenda) .............................. 123
APPENDIX X. Report of the Allocations Committee (Tenth Item on the Agenda) ......................... 124
APPENDIX XI. Report of the Staff Questions Committee (Eleventh Item on the Agenda) .......... 125
APPENDIX XII. Report of the Committee on Industrial Committees (Twelfth Item on the Agenda) .... 126
I. Third Session of the Petroleum Committee .......................................................................... 126
II. Criteria for Membership of Industrial Committees .............................................................. 127
III. Request for the Establishment of a Committee for the Printing Trades .............................. 128
IV. Hours of Work and Rest Periods (Road Transport) Convention, 1939 .............................. 128
V. Proposed Tripartite Meeting of Coal-Producing Countries ................................................... 129
VI. Programme of Meetings:
   Agenda for the Fourth Session of the Metal Trades Committee ............................................ 129
   Agenda for the Fourth Session of the Iron and Steel Committee ........................................... 130
   Agenda for the Second Session of the Advisory Committee on Salaried Employees and Professional Workers ..................................................................................................................... 130
   Date and Place of the Third Session of the Building, Civil Engineering and Public Works Committee ........................................................................................................................................ 130
   Date and Place of the Fourth Session of the Coal Mines Committee .................................... 130
   Date and Place of the Second Session of the Advisory Committee on Salaried Employees and Professional Workers ..................................................................................................................... 131
VII. Proposed Tripartite Conference concerning the Co-ordination of Social Security Schemes for Miners in Europe ........................................ 131
VIII. Classification of Artificial and Organic Fibres .................................................. 131
IX. Committee on Work on Plantations ...................................................................... 131

APPENDIX XIII. Reports of the Manpower Committees (Thirteenth Item on the Agenda):

A. Report of the Joint Session of the European and Latin American Manpower Committees ................................................................. 132
   Progress Report ........................................................................... 132
   Action Taken to Give Effect to the Conclusions of the Preliminary Migration Conference .......................................................... 133

B. Report of the Asian Manpower Committee ................................................. 133
   Approval of Minutes ...................................................................... 133
   Progress Report ........................................................................... 133
   Technical Assistance ..................................................................... 134
   Reproduction and Translation of Technical Documentation on Training in Principal Asian Languages ............................................ 135

C. Report of the Joint Session of the Manpower Committees ......................... 135
   Approval of Minutes ...................................................................... 135
   Progress Report ........................................................................... 135
   Proposed Manpower Field Office for the Near and Middle East .......... 135
   Draft Model Agreement on Migration for Land Settlement, including Migration of Refugees and Displaced Persons ......................... 136

APPENDIX XIV. Report of the Technical Assistance Committee (Fourteenth Item on the Agenda) .......................................................... 137

   Information on the Development of the Expanded Programme of Technical Assistance ................................................................. 137
   Technical Assistance in Various Fields Within the Competence of the I.L.O. ..................................................................................... 137
   I.L.O. Fellowships and Special Grants Programmes .............................. 138
   Annex. I.L.O. Fellowships and Special Grants Programmes ..................... 139

APPENDIX XV. Report of the International Organisations Committee (Fifteenth Item on the Agenda) .......................................................... 144

   I. Participation of the I.L.O. in Planning and Carrying Out the Economic Rehabilitation of Korea ....................................................... 144
   II. Relations between the I.L.O. and the Council of Europe ...................... 144
   III. Proposed Covenant on Human Rights ............................................ 145
   IV. Forced Labour ........................................................................... 146
   V. Full Employment ......................................................................... 147
   VI. Concentration of Effort of the United Nations and the Specialised Agencies .......................................................... 148
   VII. Eighth Report of the Administrative Committee on Co-ordination .... 149
   VIII. General Information .................................................................. 149
   IX. Report on the First Session of the Joint I.L.O.-W.H.O. Committee on Industrial Hygiene .......................................................... 149

APPENDIX XVI. Composition of Committees (Sixteenth Item on the Agenda):

   Advisory Committee on Juvenile Employment ....................................... 151
   Correspondence Committee on Recreation ......................................... 151
   Subcommittee on Automatic Coupling of Railway Vehicles ..................... 151
   Committee of Statistical Experts ..................................................... 151
   Correspondence Committee on Industrial Hygiene ................................. 151
   Silicosis Subcommittee ..................................................................... 152
   Committee of Experts on the Application of Conventions and Recommendations .......................................................... 152
   Committee of Experts on Indigenous Labour ........................................ 152
   Renewal of the Committee of Social Security Experts and the Actuarial Subcommittee .......................................................... 153

APPENDIX XVII. Report of the Director-General (Seventeenth Item on the Agenda) .......................................................... 154

   I. Obituary ......................................................................................... 154
   II. Progress of International Labour Legislation ..................................... 155
   III. Publications ............................................................................. 156
   First Supplementary Report: Request for Addition of Portugal to the List of Countries Invited to Asian Meetings of the I.L.O. ................. 156
   Second Supplementary Report: Proposal to Convene a Special Conference on Unemployment .......................................................... 156
   Third Supplementary Report: Text of Resolutions adopted by the Permanent Agricultural Committee and the Advisory Committee on Co-operation as Revised in the Light of Observations made by the Committee of Social Security Experts .................................................. 157
   Fourth Supplementary Report: Revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46) ........................................ 157
   Annex. Replies of the Governments .................................................. 157
   Fifth Supplementary Report: Proposed Meeting of the Joint Maritime Commission .......................................................... 158
   Annex A. Extract from a letter from Mr. Becu to the Director-General dated 19 May 1950 .......................................................... 158
   Extract from a letter from Mr. Snedden to the Director-General dated 11 July 1950 .......................................................... 158
Annex B. Resolutions adopted by the Congress of the International Transportworkers’ Federation (Stuttgart, July 1930) .................................................. 162
Sixth Supplementary Report: Joint I.L.O.-W.H.O. Committee on Hygiene of Seafarers ... 163
Seventh Supplementary Report: Unveiling of a Plaque at McGill University, Montreal ... 163
Eighth Supplementary Report: International Labour Office Mission to the Oil Areas in Iran ... 163
Ninth Supplementary Report: Fact-Finding and Conciliation Commission on Freedom of Association: Communication from the Government of the Union of South Africa 164
Tenth Supplementary Report: Meeting of Experts on Systems of Payment by Results ...... 165
Eleventh Supplementary Report: Meeting of Experts on the Status and Conditions of Employment of Domestic Workers .............................................. 165
Twelfth Supplementary Report: Communication from the International Federation of Christian Factory and Transport Workers ............................................ 166

APPENDIX XVIII. Programme of Meetings (Eighteenth Item on the Agenda) ............... 167
APPENDIX XIX. Appointment of Governing Body Representatives on Various Bodies (Nineteenth Item on the Agenda) 169
APPENDIX XX. Alphabetical List of Persons attending the Session ............................ 170
The Governing Body of the International Labour Office

MINUTES OF THE 113TH SESSION

The 113th Session of the Governing Body of the International Labour Office was held at the Palace of the Provincial Government of Brabant, in Brussels, from Tuesday, 21 November to Saturday, 25 November 1950.

The Governing Body was composed as follows:

**Chairman:** Mr. Troclet (Belgium).

**Government group:**
- Argentina: Mr. Stafforini.
- Australia: Mr. Wynes.
- Belgium: Mr. Van den Daele.
- Brazil: Mr. de Lacerda Lago.
- Canada: Mr. Goulet.
- China: Mr. Tuan.
- Cuba: Mr. Brull.
- Denmark: Mr. Koch.
- France: Mr. Ramadier.
- India: Mr. Menon.
- Italy: Mr. Cingolani.
- Peru: Mr. Ugarteche.
- Turkey: Mr. Sur.
- United Kingdom: Sir Guildhaume Myrddin-Evans.
- United States: Mr. Zempel.

**Employers' group:**
- Mr. Bergenström.
- Mr. Chapa.
- Mr. Cornil.
- Sir John Forbes Watson.
- Mr. Gemmill.
- Mr. Master (substitute for Mr. Mehta).
- Mr. Shaw (substitute for Mr. McCormick).
- Mr. Waline.

**Workers' group:**
- Mr. Ali.
- Mr. Delaney.
- Mr. Finet.
- Mr. Ibañez Águila.
- Mr. Jouhaux.
- Mr. Monk.
- Mr. Nordahl.
- Mr. Roberts.

The following regular member was absent and not replaced by a substitute:

**Government group:**
- Poland: Mr. Altman.
The following regular members were absent:

**Government group:**
- Australia: Mr. WALKER.
- Brazil: Mr. LOBO.
- Canada: Mr. MACNAMARA.
- United States: Mr. KAISER.

**Employers’ group:**
- Mr. MCCORMICK.
- Mr. MEHTA.
- Mr. PONS.

The following deputy members were present:

**Government group:**
- Iceland: Mr. GUDMUNDSSON.
- Netherlands: Miss STEMBERG.

**Employers’ group:**
- Mr. CALHEIROS LOPES.
- Mr. CAMPANELLA.
- Mr. FENNEMA.
- Mr. KUNTSCHEN.

**Workers’ group:**
- Mr. BENGOUGH.
- Mr. Cofiño GARCIA.
- Mr. MöRI.
- Mr. PEQUENO.

The following representative of a State Member of the Organisation was present as an observer:

**Venezuela:** Mr. GRATEROL ROQUE.

The following representatives of other international governmental organisations were present:

**United Nations:**
- Mr. Louis GROS, Department of Social Affairs.

**International Refugee Organisation:**
- Mr. H. A. CITROEN, Special Assistant to the Assistant Director-General.

**World Health Organisation:**
- Dr. A. SPILLMANN, Medical Officer.

The following representatives of non-governmental international organisations were present:

**International Confederation of Free Trade Unions:**
- Mr. HEYER.
- Mr. LINIGER.
- Mr. OLDENBROEK.
- Mr. PATTEET.

**International Co-operative Alliance:**
- Mr. FRANCK.
International Federation of Agricultural Producers:
Mr. Savary.

International Federation of Christian Trade Unions:
Mr. Cool.
Mr. Tessier.
Mr. Vanistendael.

There were also present:
Mr. Rens, Assistant Director-General.
Mr. Jenks, Assistant Director-General and Legal Adviser.
Mr. Alvarado, Assistant Director-General.
Mr. Morellet, Assistant Director-General.
Mr. Johnston, Treasurer.
Mr. Lafrance, Special Assistant to the Director-General.
Mr. L'hommeLais, Chief of the Official Relations Division.

Mr. Ago, substitute for Mr. Cingolani.
Mr. Barnett, accompanying Mr. ZempeL.
Mr. Bell, accompanying Mr. Roberts.
Mr. Berlis, accompanying Mr. Goulet.
Mr. Burton, substitute for Sir John Forbes Watson.
Mr. Emery, Deputy Secretary of the Employers' group.
Mr. Fafchamps, accompanying Mr. Van den Daele.
Mr. Hauck, substitute for Mr. Ramadier.
Mr. Hayes, accompanying Mr. ZempeL.
Mr. Heron, accompanying Sir Guildhaume MyrdDin-Evans.
Mr. Histed, accompanying Sir John Forbes Watson.
Mr. Kocher, accompanying Mr. ZempeL.
Mr. LeCocq, Secretary of the Employers' group.
Mr. Linkson, accompanying Mr. Wynes.
Miss Meyrick, accompanying Sir Guildhaume MyrdDin-Evans.
Mr. O'Brien, accompanying Sir John Forbes Watson.
Mr. Persons, accompanying Mr. ZempeL.
Mr. Ricard, substitute for Mr. Koch.
Mr. Ruiz Moreno, accompanying Mr. Stafforini.
Mr. Shih, accompanying Mr. Tuan.
Mr. De Souza Bandeira, accompanying Mr. De Lacerda Lago.
Mr. Tennant, accompanying Sir Guildhaume MyrdDin-Evans.
Mr. Wallin, accompanying Mr. Van den Daele.
MINUTES OF THE FIRST SITTING

(Tuesday, 21 November 1950—10.20 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Troclet.

Mr. Ago, Mr. Ali, Mr. Bergenström, Mr. Brull, Mr. Chapa, Mr. Cornil, Mr. Delaney, Mr. Finet, Sir John Forbes Watson, Mr. Gemmill, Mr. Goulet, Mr. Hauck, Mr. Ibañez, Mr. Jouhaux, Mr. Koch, Mr. de Lacerda Lago, Mr. Master, Mr. Menon, Mr. Monk, Sir Guildhaume Myrddin-Evans, Mr. Nördahl, Mr. Roberts, Mr. Shaw, Mr. Stafforini, Mr. Sur, Mr. Tuan, Mr. Ugarteche, Mr. Van den Daele, Mr. Waline, Mr. Wynes, Mr. Zempel.

Absent: Mr. Altman.

Opening of the Session

The Chairman opened the session and called upon Mr. Van den Daele, Minister of Labour and Social Welfare of Belgium.

Mr. Van den Daele expressed his pleasure in welcoming to Brussels the Governing Body of the International Labour Office and in extending to it the greetings of the Belgian Government. He added that His Royal Highness, the Prince Royal, would receive the members of the Governing Body at the Palace of Laeken after the close of the meeting.

Belgium was deeply appreciative of the honour that the Governing Body was conferring by meeting for the second time on Belgian territory. The Government was happy to welcome the men of goodwill who within the International Labour Organisation were striving to build a community based on respect for the dignity of the individual. The greatest merit of the I.L.O. was its devotion to the achievement of social progress and universal peace and its ability to combine harmoniously in the pursuit of that goal elements which were sometimes antagonistic. Once more the Governing Body was preparing to bring men together and to assist them to overcome the barriers of selfishness in the economic, cultural or political fields in order better to serve the well-being of humanity. It might be said that if public opinion had always looked up to the International Labour Organisation it was because that Organisation had incorporated in the daily activities of all countries the legitimate aspirations, both spiritual and material, of the workers. Acutely aware of political realities, the I.L.O. was still the first of the great international institutions which were striving towards the achievement of true democracy on an international level. It had been the first to bring together the three great factors in the economic and social world—the workers, the employers and the public authorities—to contribute to its civilising action. In its meetings, and within the different countries, the I.L.O. strove to establish a harmonious balance between these three great factors in the life of the peoples of the world.

The goals towards which the I.L.O. was working with daily increasing fervour were those assigned to it under Part XIII of the Treaty of Versailles immediately after a war which had marked the close of a whole epoch. Those goals represented a revolution in the spirit, customs and actions of mankind.

The I.L.O. had first of all sought to attain an objective which would satisfy that desire to organise the world on the basis of respect for law which was manifested in the Covenant of the League of Nations in 1919. It had endeavoured to secure the adoption by national parliaments of international labour Conventions which should define the methods and essential standards for the protection of labour. The industrialised countries owed to the I.L.O. much of the rapid progress towards domestic harmony which they had been able to make at that time.

After a second world war, even more terrible than the first, it became evident that the work of social improvement had to be pursued urgently by other methods and that steps must be taken to supplement the role of international parliament played by the I.L.O.,
which was by now accepted and understood by all, by means of more direct assistance in the process of social improvement of each country. It was in this spirit that teams of experts were being formed, capable of satisfying the needs of all countries and of bringing them the benefit of a long social experience. Thanks to that action the I.L.O. had helped less developed countries to march forward more rapidly and to avoid the stumbling blocks which pioneers in social progress inevitably encounter.

In the name of the Government of Belgium, Mr. Van den Daele paid tribute to the results already achieved by the I.L.O., which would have to face complex problems in future. It deserved gratitude for building up and perfecting the international structure of social justice among societies which were at the same time as similar and dissimilar as those represented on the Governing Body.

He would have been particularly happy to greet in the name of the Government of Belgium the leader of the I.L.O.'s activities, its Director-General, Mr. David Morse, whose realistic spirit had extended the field of activity of the Organisation through unremitting efforts to put the great principles which emerged from the deliberations of the Governing Body into the fullest possible effect. Unfortunately, the state of health of that great servant of the good cause had not permitted him to take part in the 113th Session of the Governing Body.

He greeted with equal warmth Mr. Morse's representative, Mr. Jef Rens, and extended to him a cordial welcome on behalf of his compatriots.

He also greeted Mr. Léon-Eli Troclet, whom the Governing Body had chosen as its Chairman, thereby honouring at one and the same time Belgium and the personal merits of one of its representatives, who, particularly as Minister of Labour and Social Welfare of his country, had given proof of his wide experience and his tireless devotion to the cause of social progress.

This was the second time that a Belgian had been elected as Chairman of the Governing Body, since Ernest Mahaim, one of the early workers in the field of international labour legislation, had also held that office. The Belgian Government planned to take advantage of the presence on Belgian territory of the Governing Body in order to invite its members to spend a day in Liège, the city where Ernest Mahaim was born. An opportunity would thus be afforded to pay tribute to that great man, who had been one of the first to understand that international labour legislation should evolve from a painstaking work of technical preparation before passing the acid test of diplomatic negotiations, and who, as early as 1897, had been the organiser of the first congress of the International Association for Labour Legislation, which had prepared the way for the creation of the I.L.O.

The Belgian Government expressed its sincere wishes for a fruitful outcome of the work of the Governing Body. The particularly heavy agenda of the 113th Session showed the prompt attention which the I.L.O. gave to the solution of social problems of the moment. He hoped that the Governing Body would find in Belgium an atmosphere propitious to the solution of such problems.

_The Chairman_ thanked Mr. Van den Daele, Minister of Labour and Social Welfare, most cordially and sincerely for the welcome he had extended to the Governing Body at the opening of its 113th Session. Its members knew how greatly Mr. Van den Daele, like his predecessor, Mr. Behogne, was attached to the work of social progress, and they also knew the deep interest which he had in the International Labour Organisation. They had appreciated, in listening to his address, that he was fully aware of the importance of the task which lay before the Governing Body. He expressed to Mr. Van den Daele the gratitude of the Governing Body for this evidence of his interest in the International Labour Organisation's work of progress and social justice.

The Chairman then called upon Mr. Demets, Governor of the Province of Brabant, who had been so kind as to place at the disposal of the Governing Body the buildings in which the meeting was being held.

_Mr. Demets_ said that both he himself and the Provincial Government of Brabant were deeply appreciative of the honour done to Belgium by the Governing Body by meeting for the second time on Belgian territory, in the buildings to which he was particularly happy to welcome its members. The Provincial Government of Brabant offered its wholehearted hospitality to the Governing Body, whose great and noble task was fully appreciated. He extended to the members of the Governing Body a sincere welcome to the Palace of the
Provincial Government and expressed the hope that the work of the 113th Session would come to a close in a spirit of perfect harmony so that it might contribute to ensuring international social peace.

The Chairman thanked the Governor of Brabant in the name of the Governing Body for his cordial words of welcome and for the arrangements which he had made with a view to facilitating the meeting of the Governing Body. He called attention to the fact that on several occasions in the past the Governor and the Provincial Government of Brabant had, regardless of any inconvenience which might have been caused them by so doing, placed at the disposal of the I.L.O. for various kinds of meetings the buildings where the Governing Body was holding its 113th Session. Since the end of the war several meetings of Industrial Committees had been held at the Palace of the Provincial Government, which had always extended the same warm and open-hearted welcome. Once more the I.L.O. owed a debt of gratitude to the Governor and the Provincial Government of Brabant.

He then greeted the distinguished guests who were attending the opening session, in particular Mr. Behogne, former Minister of Labour and Social Welfare, who, in the name of the Government of Belgium, had invited the Governing Body to meet at Brussels. He thanked him for that further evidence of his devotion to the work of the I.L.O. in which he had participated when he was Minister of Labour and Social Welfare. He was happy to see that the present Minister of Labour and Social Welfare, Mr. Van den Daele, had by his presence confirmed the invitation extended by Mr. Behogne. Thus, more than one person had been responsible for urging the Governing Body to meet at Brussels, knowing with what enthusiasm that invitation would be accepted.

He also expressed his pleasure at the presence of Mr. Cornelius Mertens, formerly Vice-Chairman of the Governing Body, who for 20 years, during the period between the two wars, had been a distinguished representative of the workers on the Governing Body. After so many years of active participation in the work of the I.L.O., he continued to show as deep an interest in that work as when he was a member of the Governing Body.

He was also happy to note the presence of Mr. Joseph Bondas, who on several occasions had been connected with the Governing Body and who, immediately after the liberation, had acted as Under-Secretary of State in the Ministry of Labour after a distinguished record in the underground movement during the war and later with the Government in exile.

The Chairman went on to greet Mr. Hassé, Secretary-General of the Ministry of Labour and Social Welfare, who was a faithful friend of the Organisation and who without doubt regretted that his other duties did not permit him to take part more regularly in the work of the I.L.O. He had, however, always made a valuable contribution to this work, particularly in ensuring the prompt payment of Belgium's annual contribution to the I.L.O.

He was happy also to greet Mr. Wibail, head of the Secretariat of the Minister of Labour and Social Welfare, who for many years had followed and studied closely the activity of the I.L.O. He was sure that Mr. Wibail would continue to give the Minister of Labour every assistance in furthering the development of the I.L.O.'s work.

He welcomed the members of the Governing Body who were taking part in a session for the first time, in particular Mr. de Lacerda Lago, Ambassador of Brazil at Brussels, and Mr. Ugartecche, Minister of Peru at Brussels, who were both greatly interested in the work of the I.L.O.

He went on to greet Mr. Wynes, representative of the Australian Government, who had already taken part in meetings of the Governing Body held in America, and Mr. Brull, Minister of Cuba at Brussels, who had previously attended Governing Body sessions at Geneva.

He also welcomed Mr. Graterol Roque, representative of the Government of Venezuela, who was attending the 113th Session as an observer.

He expressed his regret at the absence of Mr. Altman, representative of the Polish Government, who was not only a delegate to the International Labour Organisation but also to the United Nations Assembly, and who was detained in New York. He referred also to the absence of Mr. Kaiser, due to a happy event in his family.

He was happy to see present representatives of the United Nations, the International Refugee Organisation and the World Health Organisation, as well as representatives of non-governmental international organisations with which the I.L.O. maintained consultative relations.
He then read to the members of the Governing Body the following telegram which he had received from the Director-General, Mr. David Morse:

I should like to send you, Mr. Chairman, and all your colleagues my warmest greetings and the best of good wishes for the success of this meeting of the Governing Body at this important time in international affairs. As I explained personally to you and to several members of the Governing Body recently, although I am back at my desk my doctor has ordered me not to travel before the end of the year so as to ensure my complete recovery. I have therefore, as you know, reluctantly agreed to refrain from attending the Brussels session. However, I am happy that Jef Rens, senior Assistant Director-General, himself like you a son of Belgium, will be with you on this occasion and ready at all times to assist and serve you and the Governing Body throughout its deliberations. I am deeply beholden to you and to every member of the Governing Body for your understanding and support throughout the past months, and am looking forward to being with the Governing Body at its next session. I should like also to ask you to convey to the Government of Belgium my deep appreciation of their generous invitation and hospitality in Brussels for the present session of the Governing Body. This is but one more instance of its constant support of the Organisation and the principles for which it stands.

Mr. Van den Daele had already expressed the regret felt by Belgium that the Director-General of the I.L.O. was unable to attend the meeting of the Governing Body. The Chairman was sure that all the members of the Governing Body shared that regret. He could, however, say that Mr. Morse was in excellent health and had for several weeks been engaged in all his normal activities. However, his physician had advised him against taking part in the 113th Session in view of the risks of the trip which would have to be undertaken at a time when the Director-General should endeavour to establish his state of health on a more solid basis. Mr. Morse, who had spent so much of his strength in the pursuance of his duties, was wise to follow this advice, in order that he might be able to give his full energy and enthusiasm to the difficult work which lay before him in the months and years to come.

The Chairman was sure that he could speak for the whole of the Governing Body in conveying to Mr. Morse not its best wishes for his recovery, since fortunately his health was completely re-established, but the expression of its regret at his absence and its most sincere hope that at the next session he would be able to resume his place in the Governing Body.

The sitting closed at 11.10 a.m.

L.-E. TROCLET.
MINUTES OF THE SECOND SITTING

(Tuesday, 21 November 1950—3.25 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Troclet.

Mr. Ago, Mr. Ali, Mr. Bergenström, Mr. Brull, Mr. Chapa, Mr. Delaney, Mr. Fafchamps, Mr. Fennema, Mr. Finet, Sir John Forbes Watson, Mr. Gemmill, Mr. Goulet, Mr. Ibañez, Mr. Jouhaux, Mr. Koch, Mr. de Lacerda Lago, Mr. Master, Mr. Menon, Mr. Monk, Sir Guildhaume Myrdhin-Evans, Mr. Nordahl, Mr. Ramadier, Mr. Roberts, Mr. Shaw, Mr. Stafforini, Mr. Sur, Mr. Tuan, Mr. Ugarteche, Mr. Waline, Mr. Wynes, Mr. Zempel.

Absent: Mr. Altmann.

Order of Business

In reply to a question put by Sir John Forbes Watson, the Chairman said that he proposed to take the various items on the agenda in numerical order in so far as the groups were ready to discuss them.

Mr. Zempel suggested that the Governing Body should decide that the session should close on Saturday, 25 November at 1 p.m.

Sir Guildhaume Myrdhin-Evans, Mr. Roberts and Sir John Forbes Watson supported this suggestion.

The Chairman said it was understood that if possible the session should not continue beyond 1 p.m. on Saturday, 25 November.

FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 112th Session

The Governing Body approved the minutes of the 112th Session subject to any corrections sent in by members.

THIRD ITEM ON THE AGENDA

Action to be Taken on Resolutions Adopted by the International Labour Conference at its 33rd Session

A. Resolution concerning Action against Unemployment.

The Governing Body took note that the text of this resolution had already been communicated to the United Nations and to the specialised agencies concerned.

The Governing Body decided to bear in mind, when planning the future activities of the Organisation, the recommendations made in this resolution with regard to the achievement of full employment and rising living standards.

B. Resolution concerning the Extension of Compulsory Education and the Provision of Facilities for Adult Education.

The Governing Body took note that the Director-General proposed to communicate this resolution to the Secretary-General of the United Nations and to the Director-General of U.N.E.S.C.O.
C. Resolution concerning Regional Conferences.

The Governing Body took note that this resolution did not call for any action on its part.

D. Resolution concerning International Action relating to Labour Problems in Agriculture.

The Governing Body took note that the general question of the objectives and minimum standards of social security was already on the agenda of the next session of the Conference.

The Governing Body decided to bear in mind the other requests made in the resolution concerning the study of various agricultural problems when considering the agenda of future sessions of the Conference, of regional conferences or of other meetings.

E. Resolution concerning Protection of the Property of Employers' and Workers' Organizations.

The Governing Body instructed the Office to submit to it at an early session a comprehensive report containing a statement of the law and practice of the different countries with regard to the protection of the property of employers' and workers' organizations against distraint or similar legal process, in order that the Governing Body may then give such effect to the resolution as it may deem appropriate.

F. Resolution concerning the Termination of Individual Contracts of Employment.

The Governing Body instructed the Office to submit to it at an early session a report containing a statement on the law and practice in the different countries with regard to the termination of individual contracts of employment, in order that the Governing Body may give such effect to this resolution as it may deem appropriate.

G. Other Resolutions.

The Governing Body took note that the resolutions listed under G in the Office note did not call for any action on its part.

FOURTH ITEM ON THE AGENDA

Record of the Conference of Governments concerning Rhine Boatmen

Mr. Waline noted that the circumstances in which this Conference had been held were somewhat unusual, since the Office had lent its services to a number of Governments desirous of concluding Agreements concerning conditions of employment and social security for Rhine boatmen. He had been somewhat surprised to see that the ratifications of these two Agreements by the various Governments were to be deposited with the International Labour Office. This was liable to create a precedent and to cause confusion because the I.L.O. would be registering the ratification of agreements of an entirely different nature from the Conventions adopted by the International Labour Conference. The convocation by the I.L.O. of a Conference to deal with questions which were of concern to only one group of States had already created a precedent which, if followed, might give rise to a difficult situation.

The consequences of such an innovation should be carefully weighed, and the Employers' group had noted with some anxiety that the Office would be called upon to register ratifications under conditions which were not very clear.

Mr. Rens, Assistant Director-General, said that the Office had thought that it was acting quite properly in asking the Conference of Governments concerning Rhine Boatmen to authorise it to receive the ratifications of the Agreements. This suggestion had received general support, except from the French Government, which had, however, ultimately approved it. As there now appeared to be some doubt on the subject, however, he suggested that the Governing Body might instruct the Office to prepare a note setting forth the advantages and disadvantages of the registration by the Office of ratifications by a procedure similar to that followed in the case of Conference decisions. This paper might be submitted to the Standing Orders Committee for report to the Governing Body.

Sir John Forbes Watson supported this suggestion.
Sir Guildhaume Myrddin-Evans recalled that it was several years since this question had first been raised and expressed surprise that exception should now be taken to a procedure which had been implicitly approved by the Governing Body. He thought that this was quite a proper development of the activities of the I.L.O. He would not press any objection to discussing the principles involved, but he thought that in cases of this kind it was undesirable to call into question a procedure which had already received the implicit or explicit approval of the Governing Body.

Sir John Forbes Watson said that he did not object to the calling of meetings such as the Conference of Governments concerning Rhine Boatmen, but the procedure for the registration of ratifications raised constitutional issues. He would reserve his observations on this subject until the document proposed by Mr. Rens came before the Governing Body.

The Chairman observed that the suggestion made by Mr. Rens appeared to be acceptable to all the members of the Governing Body. There would be an opportunity of discussing the points raised by Mr. Waline when the Governing Body had a detailed document before it.

The Governing Body took note of the proceedings of the Conference of Governments concerning Rhine Boatmen.

It was agreed that the Office should submit to the Standing Orders Committee, for report to a later session of the Governing Body, a document setting forth the advantages and disadvantages of the procedure provided for the registration of ratifications of the Agreements drawn up by the Conference of Governments concerning Rhine Boatmen.

Seventh Item on the Agenda

First Report of the Committee on the Working of the Governing Body and its Committees

Sir John Forbes Watson wished to congratulate the Committee on the excellent report which it had produced as a result of its work. He did not agree with all the conclusions reached by the Committee, which he thought had exceeded its terms of reference in some respects. He recalled that he himself had proposed that the Committee should be instructed to review the activities of all I.L.O. committees and that this proposal had been turned down by the Governing Body; he noted, however, that the Committee had nevertheless found itself compelled to give some consideration to committees other than the standing committees of the Governing Body.

Mr. Zempel thought that important progress had been made in analysing the problem of the working of the Governing Body and its committees. The Office and the Committee were both to be congratulated on the results achieved and on the useful suggestions contained in the report, which had dealt with the problems on a realistic basis and would certainly enable the Governing Body to carry out its work with an increasing degree of effectiveness. As the Committee itself had pointed out, time alone would show the results of the application of the Committee's proposals, and therefore he thought that either the Committee or some other body should review the effect of the proposed changes in one or two years' time.

I. Periodicity of Sessions of Governing Body.

Mr. Zempel said that the United States Government did not propose at the present stage to press any proposals going beyond the recommendations of the Committee. It would be well to await the results of the implementation of the proposed changes before considering the advisability of any further action. He wished only to point out that the Food and Agriculture Organisation and the World Health Organisation were able with only two meetings a year to handle matters similar to those dealt with by the Governing Body, and it might be appropriate at a later stage to consider whether the experience of these other organisations might be applicable to the I.L.O.

The question of periodicity had been raised solely with a view to strengthening the action of the Governing Body. The recommendations of the Committee were constructive and, while it would be appropriate at a later stage to review their effect, it did not appear necessary at present to go beyond these recommendations.
The Governing Body took note of the considerations put forward in paragraph 6 of the Committee's report.

The Governing Body decided to amend paragraph 1 of Article 15 of its Standing Orders as follows:

The Governing Body shall normally hold three ordinary sessions each year.

II. Simplification of the System of Governing Body Committees.

Sir John Forbes Watson noted that the Committee had suggested that a Committee on Administrative and Financial Questions should be set up to replace the various Governing Body committees which dealt with such matters at present. He himself would prefer that this new committee should continue to be called the Finance Committee because that title appeared in various regulations. He had, however, no objection to the Finance Committee dealing with the administrative questions mentioned in the Committee's report.

Mr. Ramadier thought that as the new committee would have to deal with problems of general administration which did not involve financial considerations its title should reflect its functions. If it was desired to stress the financial aspects of the committee's work it might perhaps be called "Financial and Administrative Committee".

Sir John Forbes Watson said that his object had been to avoid the necessity of consequential amendments in various texts. However, if the Office saw no inconvenience in altering the various regulations, he was quite prepared to accept the title "Financial and Administrative Committee".

Mr. Zempel supported this proposal.

Mr. Roberts said that the Workers' group would agree to any title provided that the functions of the committee were clearly specified.

The Governing Body decided to set up a Financial and Administrative Committee to replace the present Finance Committee, Staff Questions Committee, Pensions Subcommittee and Building Subcommittee. It was agreed that the new committee would consist of 18 members plus the Chairman of the Governing Body and would have power to set up ad hoc subcommittees, which should not be on a permanent basis, when the need for them was felt.

It was agreed that the Building Subcommittee should remain in existence provisionally so long as it was necessary to deal with pending questions, as an ad hoc subcommittee of the new committee.

It was further agreed that the Office should submit to the Governing Body at an early session proposals concerning the amendments required in the various regulations consequent on the establishment of the Financial and Administrative Committee.

The Governing Body decided to retain the Allocations Committee in its present form.

Sir John Forbes Watson thought that there was very little connection between the Standing Orders Committee and the Committee on the Application of Conventions and Recommendations which it was proposed to amalgamate into a single committee. The federal countries, for instance, were not directly concerned with Conventions which they were not required to ratify, but they were important members of the Standing Orders Committee. However, he was prepared to agree to the amalgamation of these two committees on an experimental basis.

The Governing Body decided that the Standing Orders Committee and the Committee on the Application of Conventions and Recommendations should be combined into a single committee to be known as the "Committee on Standing Orders and the Application of Conventions and Recommendations". It was agreed that the new committee should be composed of 12 members (four per group).
The Governing Body decided to increase the membership of the Committee on Industrial Committees from 9 to 12 (four per group).

The Governing Body decided to increase the membership of the International Organisations Committee from 9 to 12 (four per group).

Mr. Monk doubted whether it was advisable to abolish the three regional Manpower Committees, and particularly the Asian Manpower Committee, which was dealing with most important questions. It was true that the proposal contemplated that the regional committees could continue to operate within the new general Manpower Committee, which was to be required to refer matters to regional subcommittees or working parties at the request of the members from the regions concerned. If the general committee had to meet before any question could be referred to a regional subcommittee, however, there might be delay in dealing with certain urgent questions. He would therefore have preferred that the three regional committees should be retained and should hold joint sessions as required; nevertheless, if the proposals submitted to the Governing Body implied that the regional subcommittees might be convened separately in connection with any session of the Governing Body without waiting for a meeting of the full Manpower Committee, he would be satisfied.

Mr. Pequeno fully supported Mr. Monk's observations in view of the fact that the problems of Latin America, like those of Asia, were of a very special kind. He shared Mr. Monk's desire that the three regional committees should be retained subject to the possibility of holding joint sessions. It was useful for regional problems to be discussed in the first place by the persons concerned, who could then express the views of each region at the joint sessions of the committees.

Mr. Roberts said that the Workers group supported the Committee's recommendations but hoped that arrangements would be made to permit of urgent discussion of regional problems. According to the Committee's proposals, there would have to be a meeting of the general committee before those regional problems which representatives of the regions regarded as particularly urgent could be dealt with. The Workers' group wanted an assurance that when regional problems arose the Office itself would be authorised to convene, in connection with the following session of the Governing Body, a meeting of the appropriate regional subcommittee which would presumably have been set up by the Manpower and Employment Committee. His group also wanted it to be possible for the members of the Committee to ask the Office to convene a special meeting of the regional subcommittee, where necessary, so that there should be no delay in dealing with urgent matters.

Mr. Chapaa thought that the special problems of Europe, Latin America and Asia could be adequately handled by the proposed subcommittees. In his view there would be an advantage in having a single committee to deal with all manpower and employment problems with the assistance of the three subcommittees, which would examine the special problems of the various regions. The Employers' group accordingly supported Mr. Roberts' observations on this point.

Mr. Zempel said that the United States Government wholeheartedly supported the proposal to replace the various Manpower Committees, the Employment Committee and the Subcommittee on Vocational Training in the American Countries by a single Manpower and Employment Committee.

On the other hand, he noted that it was proposed to abolish the Technical Assistance Committee on the ground that the various aspects of technical assistance would be the concern of the Manpower and Employment Committee, the Finance and Administrative Committee and the International Organisations Committee. In this connection, he wished to draw attention to the fact that the technical assistance programme of the United Nations and the specialised agencies was only one of the several operational programmes which were assuming increasing importance in the total activities of the International Labour Organisation. In addition to the technical assistance programme, account must also be taken of the migration programme of the Organisation for European Economic Co-operation, the development of the various Manpower Field Offices and of the fellowships programme, and also the programmes of the other Divisions of the International Labour Office mentioned in the report of the Technical Assistance Committee to the current session of the Governing Body.
All these programmes were of an operational character and their expansion marked a most important development in the activities of the International Labour Organisation during the past few years. He thought that it might therefore be advisable to set up a general committee with some appropriate name to review all the operational programmes of the I.L.O. At the present time there was no such committee; the Manpower and Employment Committee would deal only with the programmes of the Manpower Division of the I.L.O., whereas many other Divisions also had operational programmes. An over-all committee such as he had in mind would be able to review the whole of this important new aspect of the operational work of the I.L.O.

In view of the fact that many aspects of technical assistance were of concern to the Manpower and Employment Committee, he thought that there would be a real advantage in combining this Committee with the Technical Assistance Committee, rather than abolishing the latter Committee.

Various units of the United Nations, in particular the Administrative Committee on Co-ordination, had examined the problem of the concentration of the efforts and resources of the United Nations and of the specialised agencies and had made certain recommendations concerning the utilisation of guiding criteria for the evaluation of their respective programmes. The International Organisations Committee had just recommended to the Governing Body that these criteria should be kept in mind when making programme decisions, thus emphasising the need for a central body within the committee structure of the I.L.O. which could review all the operational programmes before they came before the Governing Body itself. It would therefore be of the greatest assistance for a general committee to give first-hand consideration to operational programmes, and the Governing Body itself would then be better able to devote itself to the broader aspects of the relationship between the operational programme and the other research, legislation and publications programmes of the I.L.O.

There were, of course, certain aspects of these programmes which would in any case require consideration by the new Finance and Administrative Committee, the International Organisations Committee or other bodies, but that did not mean that the Governing Body should deny itself the opportunity of arranging for a general examination of the operational activities of the I.L.O. with a view to using most effectively the co-ordinated resources of the Organisation.

Accordingly, he proposed that the Governing Body should decide to set up an over-all committee to consider all the operational aspects of the work of the International Labour Organisation and not merely those of the Manpower Division. This committee would consider the programmes and agreements proposed before they came up to the Governing Body itself for broader review. Manpower problems were only one aspect of these programmes and were not, in his view, important enough to warrant the existence of a special manpower committee to deal with them. However, it might well be that a separate manpower committee should be maintained side by side with the over-all committee which would replace the Technical Assistance Committee, but in that case manpower problems would nevertheless be considered in due course by the over-all committee in order to co-ordinate them fully with the other operational programmes of the I.L.O. He therefore suggested that the Technical Assistance Committee should not be abolished but should be reconstituted along the lines he had just proposed and given a name which would indicate that it would be required to cover the whole of the international operational activities of the I.L.O.

The Chairman understood Mr. Zempel's proposal to be that the Technical Assistance Committee and the Manpower Committees should be combined into a general committee on operational programmes, covering also those of the Office's operational activities which were not mentioned in paragraphs 15 and 16 of the report of the Committee on the Working of the Governing Body. The new committee would therefore have the powers of the present Manpower and Technical Assistance Committees and would deal also with the other operational programmes which were not at present within the competence of these committees.

Mr. Zempel explained that what he had proposed was the establishment of a "Technical Programme Operations Committee" which should cover all the technical operations of the Organisation. Manpower problems represented a very important part of these programmes and the Governing Body might therefore consider that they should be dealt with by a special committee to be co-ordinated with the other operational activities of the Office by the general committee.
Mr. Shaw said that the Employers' group was in general agreement with the suggestions made by Mr. Zempel, but that these suggestions could be more carefully considered if they were submitted in writing. The establishment of the proposed over-all committee might make it possible to consolidate some of the other committees of the Organisation.

The I.L.O. had already received one million dollars from the Organisation for European Economic Co-operation for operational projects and a similar amount for technical assistance, while further funds were likely to be made available for the execution of the United Nations programme. If, as might be hoped, that programme continued to expand and the I.L.O. received 11 per cent. of the funds raised by the United Nations for it, a situation might arise in which the total amount of the funds available to the I.L.O. for this kind of work exceeded the total ordinary budget of the I.L.O. Hence it was very important to give close attention to the operational programmes along the lines suggested by Mr. Zempel.

At its 107th Session, in December 1948, the Governing Body had unanimously approved the intention expressed by the Director-General to put primary emphasis on operational activities. He therefore thought that it would be most desirable to have a committee to review these activities as a whole and to help to co-ordinate them.

Mr. Sur said that in spite of his admiration for the work done by the Committee on the Working of the Governing Body he could not support the proposal to do away with the Technical Assistance Committee. He believed that in the near future all the international organisations, and the I.L.O. in particular, would be engaged in the field of technical assistance. In many countries great hopes had been aroused which had been followed by evident disappointment at the limited results achieved. Nevertheless, he believed that the technical assistance programme was a step in the right direction and was full of promise if carried out in the right spirit.

He considered that the I.L.O. should have a Technical Assistance Committee to co-ordinate the efforts of the Organisation and to work in harmony with other international organisations in that field. The I.L.O. would not be able to keep in step with the other international organisations unless it had a co-ordinating body for technical assistance which could take a general view of the whole problem. He did not think that the problem could be cut up into pieces and delegated to one committee or another. It might be argued that the Governing Body itself would act as the co-ordinating body but it was well known that the decisions of the Governing Body could not go into all the technical details. He therefore suggested that the Technical Assistance Committee should be retained; if this proved impossible, he would support Mr. Zempel's proposal, but with great regret.

The Technical Assistance Committee should act as the co-ordinating and preparatory body for all technical assistance problems. It should not be forgotten that a great many of the Members of the Organisation were countries which were economically underdeveloped and which expected a great deal from the Governing Body. These countries were not represented on the Governing Body as fully as they would wish, but he was sure that the Governing Body would show a spirit of comprehension and would take account of the problems of the many States Members of the Organisation which hoped to enjoy the benefits of technical assistance. It would be a bad sign to do away with the Technical Assistance Committee, which had only just begun to work and had not yet had an opportunity of proving its value, and he thought that the Governing Body should think very seriously before coming to such a decision.

Sir Guildhaunie Myrddin-Evans thought that Mr. Zempel's proposal was a most interesting one and that the Governing Body would certainly wish to give it full consideration. It went a good deal further than the proposals which had been put before the Governing Body by the Committee. His first reaction had been to doubt whether the time had come to try to focus all the operational activities of the International Labour Organisation in a single committee of the Governing Body, which would necessarily consist of a relatively small number of members. Mr. Zempel had said that the common factor of these various activities of the I.L.O. was that they were operational, but he did not himself think that this factor was sufficient to justify the Governing Body in taking the view that a single small committee could review all the operational activities of the Office in such diverse fields as manpower, migration, industrial relations, women's and children's problems, domestic service, industrial hygiene, and so forth.

In his view the over-all problems should be reviewed in the Governing Body itself and not by a small committee, otherwise the Governing Body would either discuss all these
problems over again, which would be difficult having regard to the limited time at its disposal, or would simply endorse the recommendations of the small committee without discussion. He would therefore deprecate adopting Mr. Zempel’s proposal, at least for the time being.

He had been disposed, with some hesitation, to agree to the proposal that the Technical Assistance Committee should be abolished and its functions distributed among the other appropriate committees of the Governing Body. The arguments put forward by Mr. Sur, however, had converted his reluctant acquiescence into positive opposition and he was now prepared to suggest that the Committee’s proposal concerning the Technical Assistance Committee should not be accepted by the Governing Body.

He thought that, until more experience had been gained in the matter, the best course would be for the Governing Body to adopt paragraph 15 of the Committee’s report relating to the constitution of a new Manpower and Employment Committee, subject to the interpretation given by Mr. Roberts on behalf of the Workers’ group, which seemed also to have been accepted by the Employers’ group, and in addition to retain the Technical Assistance Committee, on the understanding that the position would be reviewed in the light of experience, perhaps in a year’s time, with due regard to the proposal made by Mr. Zempel.

Mr. Delaney indicated that, in drafting its report, the Committee had thought that the right course was to leave the decision on this problem to the Governing Body. The Committee had considered that in the case of problems as diverse as those involved in technical assistance it would be wisest to leave the responsibility with the Governing Body itself.

He recognised the importance of technical assistance problems and of the operational activities of the Organisation, but he could not express any view on the complex issues raised by Mr. Zempel without consulting his colleagues. The Workers’ group had, however, already subscribed to the proposals contained in paragraph 16 of the report.

Mr. Gemmill thought that Mr. Zempel’s suggestion raised too many complex issues to be adopted at the present stage, but he agreed that the Governing Body should reject the Committee’s recommendation with regard to the abolition of the Technical Assistance Committee.

Sir John Forbes Watson agreed with Mr. Gemmill and felt that Mr. Zempel’s remarks were in the nature of a conception rather than a proposal.

He thought that the Technical Assistance Committee should be maintained, if only because technical assistance had a separate budget in addition to the funds allotted to it out of the general budget. In his opinion the whole operation of technical assistance should be concentrated under the supervision of this Committee.

He suggested that Mr. Zempel might put his very interesting ideas in writing so that when the Committee on the Working of the Governing Body came to review the procedure it would have an opportunity of considering whether any action should be taken along those lines.

He urged, in particular, that the Technical Assistance Committee should handle all the funds allotted to technical assistance, whatever their origin.

Mr. Delaney said that the Workers’ group agreed to the retention of the Technical Assistance Committee, on the understanding that the position would be reviewed in due course and in the light of experience.

Mr. Menon also supported the retention of the Technical Assistance Committee since, if its terms of reference were examined, it would be clear that its functions could not be performed by any of the other committees which had been mentioned. The Governing Body itself could decide to do the work of this Committee, as it could indeed do the work of any other committee, but it was the function of the committees to do the spade work and to submit concrete proposals for consideration and decision by the Governing Body.

Reference had been made to the magnitude of the funds allocated for technical assistance. From that point of view it was important that the Committee should supervise the utilisation of the whole of these funds, and no doubt it would be necessary to widen its terms of reference.

Although he was in favour of limiting the number of committees, he did not think that it would be possible to combine them in the manner suggested by Mr. Zempel. The
terms of reference of the proposed over-all committee would be too wide and would in fact amount to making it a kind of second governing body. In conclusion, he supported the retention of the Technical Assistance Committee and the amalgamation of the manpower committees on the lines suggested.

Mr. Zempel thanked the members of the Governing Body for the sympathetic hearing they had given to the proposal of the United States Government. He was glad to note that there seemed to be general agreement to maintain the Technical Assistance Committee, the proposed abolition of which had given rise to his own suggestions. If the Technical Assistance Committee were to deal with all the aspects of technical assistance within the framework of the I.L.O., that would precisely meet what he had had in mind.

So far the terms of reference of the Technical Assistance Committee had mainly encompassed negotiations with the United Nations for the development of the technical assistance programme. In the light of the observations made by Mr. Sur and Sir John Forbes Watson, he thought that the Governing Body should now go further and should widen these terms of reference to include all technical assistance operations, together with the handling of technical assistance funds, whatever their origin.

It was true that the Governing Body could itself deal with technical assistance matters, but it was preferable that in this field, as in others, the preliminary work should be done by a committee in order to reduce the work of the Governing Body to the discussion of points that were really essential.

He had been glad to note that both the Employers' group and the Workers' group agreed that the ideas he had put forward should be taken into consideration when reviewing the procedure of the Governing Body and its committees at a later date. For the time being, he would be satisfied if the Technical Assistance Committee were retained with wider terms of reference.

Mr. Tuan thought that the activities of the I.L.O. in the field of technical assistance should aim at increasing production and raising the standard of living in economically underdeveloped countries. As a representative of one such country, he would support any proposal which would tend to strengthen the I.L.O.'s technical assistance programme, and therefore he was in favour of retaining the Technical Assistance Committee.

He would like, however, to have some more precise information on the fields in which the technical assistance programme of the I.L.O. was intended to operate.

Mr. Rens, Assistant Director-General, concluded from the discussion that the proposal to abolish the Technical Assistance Committee was not acceptable to many members of the Governing Body. The activities in question were entirely new and it was not without some doubt and hesitation that the Office itself had examined the problem.

Mr. Zempel had raised a major issue in suggesting the establishment of a special committee to deal with all the operational activities of the I.L.O. In the near future the Governing Body would probably find it necessary to reconsider Mr. Zempel's suggestions and to contemplate the establishment of a committee such as he had proposed. For the time being, however, perhaps it would be wiser to maintain the Technical Assistance Committee while enlarging its terms of reference to embrace all forms of technical assistance, however they might be financed. The Committee might report to each session of the Governing Body on the whole of the Office's technical assistance operations.

He also suggested that the Governing Body should decide to set up a Manpower and Employment Committee as proposed in paragraph 15 of the report, taking into account the need for rapid examination of urgent questions.

The Governing Body might follow the activities of both the Manpower and Employment Committee and the Technical Assistance Committee very closely, and in due course the Committee on the Working of the Governing Body and its Committees could review the position in the light of experience and of Mr. Zempel's suggestions, with a view to making a fresh report to the Governing Body.

The Governing Body decided that the joint sessions of the Manpower Committees, the European, Latin American and Asian Manpower Committees, the Employment Committee and the Subcommittee on Vocational Training in American Countries should be replaced by a new Manpower and Employment Committee, which should consist of 18 members (six per group) chosen so as to secure adequate representation from all the various regions. This Committee
would be required to refer questions to regional subcommittees or working parties at the request of the members from the regions concerned, on the understanding that particularly urgent regional problems might be referred to the appropriate subcommittee directly by the Office without waiting for a meeting of the full Committee.

The Governing Body decided to retain the Technical Assistance Committee and to widen its terms of reference in the manner suggested by Mr. Rens.

It was agreed that the Committee on the Working of the Governing Body and its Committees should in due course review the position along the lines indicated by Mr. Rens.

The Governing Body decided that the decisions which it had taken concerning the reorganisation of its committees should become effective as from the re-election of the Governing Body at the 34th Session of the International Labour Conference in the summer of 1951.

The debate was adjourned to the next sitting.

The sitting closed at 6.30 p.m.

L.-E. Troclet.
MINUTES OF THE THIRD SITTING

(Wednesday, 22 November 1950—10.15 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Troclet.

Mr. Ago, Mr. Bengough, Mr. Bergenström, Mr. Brull, Mr. Chapa, Mr. Delaney, Mr. Fafchamps, Mr. Fennema, Mr. Finet, Sir John Forbes Watson, Mr. Gemmill, Mr. Goulet, Mr. Ibáñez, Mr. Jouhaux, Mr. Koch, Mr. Master, Mr. Menon, Mr. Monk, Mr. Möri, Sir Guildhaume Myrddin-Evans, Mr. Nordahl, Mr. Ramadier, Mr. Shaw, Mr. de Souza Bandeira, Mr. Stafforini, Mr. Sur, Mr. Tuan, Mr. Ugarteche, Mr. Waline, Mr. Wynes, Mr. Zemplé.

Absent: Mr. Altmann.

SEVENTH ITEM ON THE AGENDA

First Report of the Committee on the Working of the Governing Body and its Committees (continued)

III. Procedure for Consideration by the Governing Body of Questions Arising Out of the Work of Other Committees and Meetings of the Organisation.

The Governing Body approved the proposals contained in paragraphs 22, 23, 24, 25 and 26 of the Committee's report.

IV. Possibility of Delegating some of the Powers of the Governing Body.

Sir John Forbes Watson said that he was pleased to note that the Committee did not propose to increase the responsibilities of the Officers of the Governing Body. The Officers already had to handle a number of complex problems which took up a great deal of time, for instance the problem of conciliation machinery in connection with freedom of association. Moreover, there was a tendency for the Officers to deal with questions which had not been expressly remitted to them. He recognised that from time to time the Officers must be available to guide the International Labour Office, especially when the Director-General was away, but it was important that they should not usurp the functions of the Governing Body.

He noted that, at the end of paragraph 29 of the report, the Committee suggested that the Governing Body might wish to indicate to the Director-General that it did not consider it necessary for him to submit to it for decision matters which could appropriately be handled administratively. He had no desire to limit the freedom of the Director-General, but he was afraid that such a recommendation might make his task still more difficult. In his view no question of principle should be decided without coming before the Governing Body. He recalled that the Staff Questions Committee had originated in difficulties which had arisen as a result of the Director-General's acting in what he thought were the best interests of the Organisation. There were cases in which the Director-General might feel that it would be helpful to him for the Governing Body to hear his views and give him support. He saw no objection to the Governing Body's expressing the view that it was the responsibility of the Director-General to determine which questions should be submitted to the Governing Body and which should be settled by himself on the administrative level, but he could not agree to the proposal contained in the last lines of paragraph 29.

Sir Guildhaume Myrddin-Evans was glad that Sir John Forbes Watson had raised this point because he himself had also been puzzled by the Committee's suggestion. He thought that it was common ground with all members of the Governing Body that the Director-
General should assume full responsibility for all those matters which were within his jurisdiction and should refer to the Governing Body only those questions on which a decision by the Governing Body was required. The implication of the suggestion made by the Committee seemed to be that the Director-General had not been taking upon himself as much responsibility as he should have done. No doubt every member of the Governing Body could recall cases in which he thought that the Director-General might have settled a question by himself without referring to the Governing Body, as well as cases in which the Director-General had himself taken decisions on questions on which the Governing Body would have been glad to be consulted. The question was therefore one of interpretation rather than of principle, and he agreed with Sir John Forbes Watson that the final lines of paragraph 29 should be deleted.

Mr. Jouhaux did not think that there was any need to call into question the principle, which he thought was generally accepted by the Governing Body, that the Director-General was responsible for administrative decisions whereas the Governing Body was responsible for policy decisions.

The Governing Body decided to delete the final lines of paragraph 29 of the Committee's report and to adopt the final sentence of that paragraph in the following form:

The Governing Body considers that it is the responsibility of the Director-General to determine which questions should be submitted to the Governing Body and which questions can be settled by him on the administrative level.


Mr. Menon, referring to paragraph 31 (c) of the Committee's report, said that while he was in favour of tripartite representation of the Governing Body at regional conferences he thought that the number of members of the delegation might be reduced from two to one from each group. If, however, there was strong objection to this suggestion on the part of the Employers' and Workers' groups, he would submit that the Government delegation should be reduced to two, including the Chairman. It would be remembered that in some cases it had been very difficult to find members of the Government group who were able to act as representatives of the group at various meetings.

Mr. Zempel said that, while the United States Government felt that a delegation of one person from each group would be adequate, it recognised that regional conferences were still relatively new and that a larger delegation might still be regarded as necessary. He thought that when any regional conference had held several sessions the Governing Body might consider whether it was necessary for it to be represented at later sessions by as large a delegation as in the case of the first sessions of a new regional conference. The size of the delegation could then be determined in the light of circumstances rather than on the basis of an automatic rule.

With regard to Industrial Committees, he noted that there had been a difference of opinion in the Committee as to the need for Governing Body representation. He appreciated the difficulty of arriving at a general rule on this point. Governing Body representation might be desirable in the case of a new committee or of one which was considering problems of special interest to the Governing Body, whereas in other cases the Governing Body might feel that it was unnecessary for it to be represented at certain sessions of specific Industrial Committees.

The problem might perhaps be solved by deciding that a Governing Body delegation should attend at least the two first sessions of each Industrial Committee, including the Committee on Work on Plantations and the Committee on Salaried Employees and Professional Workers, and that subsequently the Governing Body should decide in the light of experience whether it was necessary for it to be represented at the later sessions of these committees.

There had also been a difference of opinion with regard to the representation of the Governing Body on I.L.O. committees of experts. As a general rule such representation did not appear necessary, but he thought that a decision should be taken on an ad hoc basis with due regard to the agenda of the meeting in question.
Sir Guildhaume Myrddin-Evans said that it was clear that there had been considerable divergencies of view in the Committee on this issue, and these divergencies undoubtedly reflected the differences which had arisen in the Governing Body itself on several occasions. He therefore doubted whether any concrete conclusions could be reached on this matter, and he thought that the Governing Body should take an ad hoc decision in regard to each meeting in the light of the circumstances. An attempt to lay down general rules would probably involve a very lengthy discussion without leading to any conclusion.

With regard to regional conferences, he was satisfied that it was necessary for the Governing Body to be represented by a strong delegation, although the size of the delegation was open to discussion. With reference to Mr. Menon's suggestion that the Chairman of the Governing Body should be counted as one of the representatives of the Government group, he reminded the Governing Body that it had generally accepted the view that the Chairman represented the Governing Body as a whole and could not be regarded as a representative of the Government group alone. It therefore appeared necessary to have equal representation of the three groups apart from the Chairman.

He wished to draw special attention to the proposal in paragraph 33 of the report that the Governing Body should place on record the importance which it attached to the principle that the persons appointed as Governing Body representatives should be persons who were in fact closely associated with its work. He had himself been a member of Governing Body delegations which had included persons without any experience of the work of the Organisation and who had been appointed merely because the Governing Body had selected their country to represent it at the meeting in question. In such cases these persons had done their best, but they did not possess the experience necessary to represent the Governing Body, as the Committee had very rightly pointed out in its report.

Mr. Wynes hoped that further consideration would be given to Mr. Menon's suggestion that the Governing Body delegation to regional conferences should be limited to one representative from each group, and would like to hear the views of the other groups on this point. His Government, in common with others, had expressed some concern at the size of Governing Body delegations on various bodies. In considering the action to be taken on the proposals in this part of the report, it would be helpful to know precisely the size of the Governing Body delegations. On the other hand, he fully appreciated the importance of the principle stated in paragraph 33.

Sir John Forbes Watson said that, after hearing all the views expressed, he felt that the only possible solution was to proceed on the basis of ad hoc decisions in the light of the circumstances of each case. The important point was that the Governing Body should be represented with dignity and authority at important meetings; the actual size of its delegation might depend on financial and other considerations. He noted that although the Committee had successfully dealt with a number of difficult problems it had not been able to reach agreement on this question; he therefore felt that it was not possible to lay down any general rule but that the Governing Body should be left to take a decision in the light of the special circumstances of each meeting.

Mr. Delaney said that the Workers' group as a whole supported the Committee's recommendations, in view of the fact that even within the group there were differences of opinion with regard to the possibility of reducing the number of Governing Body representatives at certain meetings or doing away with Governing Body representation at some Industrial Committee meetings.

He thought that Mr. Menon's point would be met if it was agreed that the Governing Body should in future decide as to its representation in the light of the particular circumstances of each meeting.

Mr. Koch thought that the discussion had shown that the Committee had been quite right in concluding that no general agreement could be reached on this matter. He suggested that the Governing Body should approve the proposal in paragraph 33 of the report and that the question of Governing Body representation at different meetings should be decided in each particular case with due regard to the considerations set forth in paragraph 31.

The Chairman suggested that, in view of the differences of opinion which had been expressed, it should be left to the Governing Body to take an ad hoc decision in each case.
It was agreed that, whenever a meeting was proposed, the Governing Body would be asked to take a decision as to the desirability of its being represented and as to the composition of its delegation, in the light of the considerations contained in the Committee’s report and those raised in the course of the debate.

The Governing Body approved paragraph 33 of the Committee’s report.

VI. Telephonic Interpretation.

The Governing Body approved the recommendations contained in paragraph 34 of the Committee’s report.

VII. Circulation of Committee Papers to all Members of the Governing Body.

Mr. Waline drew attention to the fact that members of the Governing Body often received the documents prepared by the Office for the Governing Body or its committees at a very late date. There had indeed been some improvement in the position, but if the proposal made in paragraph 35 of the report was to have any practical result it was essential that committee documents should be distributed much sooner than they were at present. Members of the Governing Body should receive committee documents early enough to enable them to give consideration to the matters with which they dealt and, if necessary, to attend the meeting of the committee in question or arrange for one of their colleagues to present any comments which they might wish to make.

Mr. Delaney said that the Workers’ group had no objection to the circulation of all committee documents to all members of the Governing Body. After full discussion, however, the Workers’ group had decided to ask for the deletion of the second part of paragraph 35 on the ground that it would only create confusion to encourage members of the Governing Body who were not members of given committees to take part in the work of those committees. They would, of course, continue to have the right to express their views in the Governing Body itself, but the suggestion in the second part of paragraph 35 would not tend to increase the efficiency of the committees.

Sir Guildhaume Myrddin-Evans pointed out that the recommendation in the second part of paragraph 35 merely endorsed an existing practice. Members of the Governing Body were in fact able to attend meetings of committees of which they were not members and the Chairman permitted them to express their views in the discussion, although, of course, they did not have the right to vote. If Mr. Delaney’s suggestion were to be followed, it would mean taking away from members of the Governing Body a right which they had always had.

Mr. Delaney was aware of the existing practice, but he thought that it was preferable not to make specific reference to it in the Committee’s report in order not to encourage members of the Governing Body to take part in the work of committees of which they were not members. He wanted an assurance that the work of the committees would not be handicapped by wholesale attendance at their meetings of members of the Governing Body who were not members of the committee.

Sir John Forbes Watson felt that there was no question of withdrawing from the members of the Governing Body a right which was generally recognised, but thought that Mr. Delaney had assumed that members of the Governing Body would convey their views directly to the committee on which they were not represented. That was not the intention; if members had any observations to make, they would communicate them to one of their colleagues who was a member of the committee in order that he might make such use of them as he thought fit. He therefore supported the proposals made by the Committee.

Mr. Master supported the proposal that committee documents should be circulated to all members of the Governing Body and thought that this practice would help members to follow and understand the work of the various committees.

Mr. Gemmill emphasised that the Committee’s proposal would be useful only if the documents were circulated in good time. This was not always the case at present, particularly so far as representatives of distant countries were concerned.
Mr. Jouhaux expressed the hope that all the members of the Governing Body would read the papers that were sent to them.

The Chairman thought that all the members would wish to meet Mr. Jouhaux's wishes in this respect.

He concluded that there was no objection to adopting the Committee's suggestion concerning the circulation of committee papers to all members of the Governing Body.

With regard to the remarks made by Mr. Waline and Mr. Gemmill, he pointed out that for the past two years the Office had made a great effort to speed up the circulation of documents. He was sure that the Office would continue to do everything possible to give satisfaction to members of the Governing Body in this respect. However, in some cases it was impossible to prepare the papers as far ahead as might be desirable, and he was sure that members of the Governing Body would appreciate this difficulty and would not ask for what was impossible, on the understanding that the Office would intensify its efforts in this field.

With reference to the observations made by Mr. Delaney, he expressed the view that the attendance of members of the Governing Body at meetings of committees of which they were not members had proved to be a very useful practice. So far as their participation in the discussions was concerned, there was an advantage in making it possible for those members who had a special interest in a particular question which was under consideration by a committee of which they were not members to submit their views to the committee itself, instead of waiting until its report came up for discussion in the Governing Body. Any member could, of course, also present his views through one of his colleagues who was a member of the committee. This procedure would help the committees to perform their proper function of doing the spade-work and so helping the Governing Body to come to a decision.

There was, of course, no question of allowing a vote to members of the Governing Body who were not members of the committee in question.

In the light of this clarification, he suggested that the Governing Body might adopt the proposals in paragraph 35 of the Committee's report.


VIII. Joint Committees with Other International Organisations.

The Governing Body adopted paragraph 37 of the Committee's report.

Sir John Forbes Watson noted that paragraph 38 of the Committee's report indicated that there were many occasions when matters could be dealt with by inter-secretariat consultation between the various organisations concerned. That was undoubtedly true, but the question arose as to who was to decide whether a given matter was of such a character that it could not be dealt with adequately by this kind of consultation. The only way to prevent difficulties from arising in this connection was to ask the Office to put the matter to the Governing Body before entering into inter-secretariat consultations, especially in the case of questions of principle or conflicts of jurisdiction. He recalled various occasions on which the Office had in fact consulted the Governing Body with regard to the submission of certain questions to the Co-ordination Committee of the United Nations. This procedure gave the Office the assurance that it had the support of the Governing Body, and this was not the case if it was entirely free to enter into inter-secretariat consultations. The Committee indicated that the Office would subsequently report to the Governing Body, but he thought that it should be understood that wherever a question of principle was at issue the Governing Body should be consulted beforehand and not merely informed afterwards. There were occasions on which he considered it essential for the Governing Body to intervene as a neutral element in discussions which were so often concerned with finance.

The Chairman pointed out that paragraph 36 of the Committee's report indicated that the proposals related only to the establishment of joint committees with other international organisations, and that in any case the Governing Body would be responsible for appointing the experts to such committees.
Sir John Forbes Watson said that his observations did in fact apply to the establishment of joint committees. His point would be met if the text were amended to read "when the question to be dealt with is of such a character that the Governing Body considers that it could not be dealt with adequately through inter-secretariat consultations".

The Chairman thought that the amendment suggested by Sir John would in practice prevent the Office from settling any such questions at the inter-secretariat level unless it had secured the prior consent of the Governing Body.

Mr. Ramadier could not agree with the views expressed by Sir John Forbes Watson. He thought that the intention of the Committee had been to simplify the procedure and to reduce the amount of delay in taking decisions which often were of a purely formal character. If the Office were to be obliged to consult the Governing Body every time an administrative question arose, not on the substance of the question but on the procedure to be adopted, the result would be to paralyse the Office's activities, and that was certainly not what Sir John desired.

He thought that the decision should be left to the Director-General in the first place. If the Governing Body had any observations to make when the matter was reported to it, the Director-General would certainly take them into account in the spirit of collaboration and trust which must exist between him and the Governing Body. In any case, it was important that procedure should be simplified and that the normal work of the Office should not be hampered by overstrict rules on formal matters.

Mr. Ago said that in drafting paragraph 38 of its report the Committee had had no intention of raising any question of delegation of powers or of the respective responsibility of the Office and the Governing Body. Its object had been to prevent the multiplication of joint committees by having recourse to the simpler procedure of inter-secretariat consultation wherever possible. Accordingly, he saw no objection to the adoption of paragraph 38 of the report.

Sir Guildhaume Myrddin-Evans said that he had wondered why this paragraph had been included in the Committee's report because it seemed to him that it merely repeated existing practice. He did not think that the Governing Body was likely to propose the appointment of joint committees except on the proposal of the Director-General. In fact, the Governing Body did not know what was going on until it was informed by the Director-General. The suggestion implied by paragraph 38 was either that the Governing Body had set up joint committees when it had not been necessary to do so, or that the Director-General should be given wider powers than he possessed at present. In his view neither of these suggestions was correct, and he therefore thought that the paragraph in question might be deleted and the existing procedure continued.

Mr. Jouhaux wanted to know whether the object was to improve the existing procedure or to establish closer control of the Director-General's activities. The Governing Body defined the jurisdiction of the International Labour Office in specific cases, and it was the Director-General's responsibility to apply such decisions. Was it intended that the Director-General should refer to the Governing Body whenever any difficulty arose? He thought that any decision to this effect would merely complicate the situation.

He took the view that if the Director-General, who was responsible for implementing the Governing Body's decisions, encountered difficulties in the course of inter-secretariat consultations, he should consult the Officers of the Governing Body, and only if they were unable to settle the matter should it be brought before the Governing Body itself. He agreed with Mr. Ramadier that it was important to simplify procedures rather than to make them more complicated.

Mr. Gemmill saw in the proposal in paragraph 38 of the Committee's report, as in some of the other recommendations already discussed, a tendency to increase the authority and status of the Office and correspondingly to lessen the importance of the Governing Body. This tendency was also apparent in the other international organisations. He was opposed to government by bureaucracy and considered that the authority of the Governing Body should be maintained at every level in accordance with democratic practice.
Mr. Rens, Assistant Director-General, said that the Committee had had no intention of suggesting any change in the respective powers of the Governing Body and the Director-General.

In reply to Sir Guildhaume Myrddin-Evans, he wished to explain the reason why this paragraph had been included in the Committee's report. In the course of its contacts with other international organisations the Office was often pressed to participate in the establishment of joint committees on various subjects. There was a tendency, which he thought unfortunate, to assume that problems would automatically be solved by setting up a committee, whereas in most cases the secretariats themselves could settle the matter if they took the trouble. The Office had thought that it would be useful for it to have the support of the Governing Body in resisting this kind of pressure, and that was why the Committee had suggested that joint committees should be set up only when the questions at issue could not be settled by inter-secretariat consultation.

In reply to Sir John Forbes Watson, who had asked who would decide whether a joint committee was necessary, he asked both Sir John and Mr. Gemmill to have confidence in the Director-General in this connection. The Office was in constant consultation with the other international organisations with regard to all kinds of questions, many of which were of minor importance and could be settled without difficulty. Whenever a question of principle arose, the Director-General referred it to the Governing Body through the International Organisations Committee. It was clear, therefore, that the Governing Body exercised full democratic control over the Director-General, and it could not be suggested that there was a tendency to extend the powers of the Director-General.

The essential point at issue was whether the Governing Body was willing to accede to the request that it should give some protection to the Office against the pressure from other organisations for the establishment of joint committees. The proposal was that the Director-General should be authorised to continue to undertake inter-secretariat consultations with his colleagues in the other organisations. He was prepared to promise on behalf of the Director-General that the Governing Body would be kept constantly informed and would be consulted whenever any question of principle arose.

Sir John Forbes Watson was glad to find that it was merely a question of maintaining the status quo. This being so, however, he wondered whether it was necessary to include in the report a passage which had given both him and Mr. Gemmill the impression that there was something behind it. There was no point in raising a problem which did not exist if it was understood that the consultations which the Director-General could in any case carry on with other international organisations could not lead to the establishment of a joint committee unless the Governing Body was first consulted. Personally, he saw no objection to maintaining the present procedure.

The Chairman thought that the question before the Governing Body was whether paragraph 38 should be deleted or maintained. The result would be the same in either case since there was no question of changing the present situation.

Mr. Stafforini thought that the members of the Governing Body ought to read their documents very carefully. The reason for which the Committee had suggested that, without in any way modifying the powers of the Governing Body, a certain policy should be adopted in future with regard to the establishment of joint committees, was to be found in paragraph 39 of the report. This paragraph indicated that in one particular case a joint committee had been set up which had proved to be quite unnecessary. It would be useful for the Office to be able to rely in future on the recommendation in paragraph 38 in order to resist any pressure which might be put upon it to set up new joint committees.

He was therefore in favour of adopting this passage of the Committee's report.

Mr. Waline said that the Employers' members of the Committee had been reluctant to express any view on section VIII of the report because they doubted whether this subject was strictly within the terms of reference of the Committee. The paragraph had now given rise to different interpretations in the Governing Body itself, and he therefore thought that in order to avoid any future difficulties it would be better to delete this part of the report, as the Chairman had suggested, since this would in no way change the present position.
Sir Guildhaume Myrddin-Evans, replying to Mr. Stafforini, pointed out that the joint committee mentioned in paragraph 39 of the report had been set up by the Governing Body itself in Montreal on the proposal of the Office. In his view the sole purpose of paragraph 38 was to confirm the present position. In those circumstances, and having regard to the difficulties which the Governing Body always met when trying to define the jurisdiction of various bodies, he asked Mr. Koch and Mr. Rens whether they could agree to the deletion of this paragraph on the understanding that the Governing Body would always support the Director-General in resisting suggestions for the creation of unnecessary machinery.

Mr. Koch was prepared to accept the suggestion to delete paragraph 38 in the light of the observations made by Sir Guildhaume.

Mr. Ramadier also thought that, since there was no question of making any change in the existing position, paragraph 38 was superfluous.

The Governing Body decided to delete paragraph 38 of the Committee’s report.

Mr. Ibáñez suggested that the Governing Body should ask the Director-General to take the necessary steps to secure a definition of the respective jurisdictions of the I.L.O. and of the other specialised agencies of the United Nations, which were sometimes inclined to trespass on the jurisdictional field of the I.L.O. It would then be possible in future to avoid conflicts of jurisdiction such as arose in connection with the establishment of joint committees.

Mr. Delaney wanted to know why the World Health Organisation no longer desired to participate in the Joint I.L.O.-W.H.O. Committee on Provision for Medical Care and Health Services.

Mr. Rens, Assistant Director-General, replied that the World Health Organisation did not give a very high priority to these questions and therefore did not wish the Committee to continue in existence. There were two other joint committees with the W.H.O. which were actively pursuing their work.

The Governing Body adopted paragraph 39 of the Committee’s report.

It was agreed that the Office would take account as far as possible of the observations made by Mr. Ibáñez.

Mr. Waline, on behalf of the Employers’ group, recalled that a suggestion had been made by Mr. Oersted that some of the Governing Body committees might meet at the close of the sessions. At present, Governing Body committees always met before the full session, as was indeed necessary in some cases if a prompt decision was required on the recommendations of the committee. In other cases, however, it might perhaps be preferable for certain committees to meet at the close of the session, thus giving the members of the Governing Body time to examine their reports between the two sessions. He asked the Office to consider the possibility of giving effect to this suggestion.

In addition, he recalled that when the terms of reference of the Committee on the Working of the Governing Body and of its Committees had been laid down, the Employers’ group had suggested that the Committee should cover all I.L.O. committees and not merely the standing committees of the Governing Body. The Governing Body had decided against this suggestion, but the Employers’ group still considered that it would be useful to take it up at a further session of the Committee. They felt that committees of experts were not always constituted in the best possible way, and that the Committee which had been able to rationalise some of the Governing Body committees might usefully be given an opportunity of reviewing the committees of experts. Without any ulterior motive the Employers’ group thought that the Committee might do very useful work in this connection.

He wished to emphasise, in conclusion, that the Committee had been able to do its work so well thanks to the excellent documents which had been submitted to it, to the skill and authority of its Chairman and its Reporter, and to the spirit of understanding shown by all the members.
The Chairman also wished to pay tribute to the excellent work done by the Committee, and thought that the two questions which Mr. Waline had mentioned might be referred to it.

The Governing Body decided to refer to the Committee on the Working of the Governing Body and its Committees, for examination and report, the following questions:

(a) the extent to which it might be practicable for some Governing Body committees to meet after the full session of the Governing Body and to submit their reports for consideration at the following session;

(b) the composition and functioning of the committees of experts of the I.L.O.

Ninth item on the Agenda

Report of the Finance Committee

Financial and Budgetary Situation on 30 September 1950.

The Governing Body took note of the information provided on this subject.

Proposed Transfer within the 1950 Budget.

The Governing Body approved the transfer requested in paragraph 3 of the report of the Finance Committee.

Implementation of the Scheme for Alleviating Hardship Caused to Pensioners of the I.L.O. Staff Pensions Fund by Increased Cost of Living.

Mr. Wynes said that the Australian Government considered that the basis on which this adjustment had been made was statistically incorrect and should be amended. His Government suggested that another formula should be adopted which he would discuss with the Treasurer of the I.L.O. For the time being, therefore, he merely wished to reserve the position of the Australian Government on this question.

The Governing Body approved the proposals contained in paragraphs 4 and 5 of the Committee's report.

Proposed Regulations Relating to the Payment of Travelling Expenses and Subsistence Allowances to Members of the Governing Body and its Committees.

The Governing Body approved the proposals contained in paragraph 8 of the Committee's report.

Possible Amendment of the Financial Regulations.


The Governing Body took note of the passages in the report of the Finance Committee relating to these questions.

Financial Situation of the Technical Assistance Fund on 15 October 1950.

The Governing Body approved the proposals contained in paragraph 12 of the Committee's report.

Financial Situation of the Special Migration Fund on 30 September 1950.

The Governing Body took note of the passage in the report of the Finance Committee relating to this question.

The sitting closed at 12.40 p.m.

L.-E. Troclet.
MINUTES OF THE FOURTH SITTING

(Wednesday, 22 November 1950—3.20 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Troclet.

Mr. Ago, Mr. Ali, Mr. Bengough, Mr. Bergenström, Mr. Brull, Mr. Chapa, Mr. Delaney, Mr. Fafchamps, Mr. Fennema, Mr. Finet, Sir John Forbes Watson, Mr. Gemmill, Mr. Goulet, Mr. Ibañez, Mr. Jouhaux, Mr. Koch, Mr. de Lacerda Lago, Mr. Master, Mr. Menon, Mr. Monk, Sir Guildhaume Myrddin-Evans (replaced during part of the sitting by Mr. Tennant), Mr. Nordahl, Mr. Ramadier, Mr. Shaw, Mr. Stafforini, Mr. Sur, Mr. Tuan, Mr. Ugarteche, Mr. Waline, Mr. Wynes, Mr. Zempel. Absent: Mr. Altman.

THIRTEENTH ITEM ON THE AGENDA

Reports of the Manpower Committees

A. Report of the Joint Session of the European and Latin American Manpower Committees

Progress Report.

Mr. Pequeno said that he had read this report with the greatest interest. He recalled that it was six months since the arrival in Brazil of the experts sent by the Office to Latin America to study manpower problems, and he had talked with them on various occasions. As he lived in Rio de Janeiro he had had the opportunity of observing that the trade unions in his country, and indeed in other Latin American countries also, were not aware of the work which was being done by the Office in the manpower field. Even in Brazil no one knew about the activities of the São Paulo Field Office, which was evidently doing its work very discreetly and without any publicity.

The report which was before the Governing Body gave an account of the progress of work on manpower in Latin America. It indicated that the staff of the Field Office had visited several Latin American countries; yet the Latin American Manpower Committee included an employers’ representative who lived on that continent but had no knowledge of these activities. He therefore thought that more publicity should be given to the work of the Field Office.

On behalf of the workers of Latin America, he expressed the hope that the Office’s experts would carry out their work in such a way that employers’ and workers’ organisations should know about it and should have an opportunity of taking part in it. The Latin American workers hoped that the Field Office would play an important part and would achieve the results expected of it.

He hoped that at its next session the Governing Body would have before it a report giving full particulars of the activities of the São Paulo Field Office.

Mr. Ibañez suggested that the Governing Body should ask the Office to submit to it at an early session, in the light of the experience gained in the operation of manpower field offices, a concrete programme of action in the field of manpower in Latin America with a view to defining more closely the measures referred to in subparagraph (b) of paragraph 8 of the report.

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

It was agreed that the Office should submit to the Governing Body at an early session a concrete programme of action in the field of manpower in Latin America.
Action Taken to Give Effect to the Conclusions of the Preliminary Migration Conference.

Mr. Ago drew attention to the fact that the Italian Government had expressed the desire that the next session of the Migration Conference should not be held earlier than the autumn of 1951, because it considered that some time was needed for the preparation of the Conference in such a way as to ensure the best possible results. The Italian Government accordingly attached a great deal of importance to the recommendation in paragraph 10 of the report. It would be glad if the Governing Body were now to take a decision in principle that this Conference should be held in the autumn of 1951, on the understanding that the Governing Body would settle the agenda at its next session.

As was indicated in paragraph 110 of the report, the Italian Government had suggested that this Conference should be held in Naples. His Government, which would be happy to welcome the Conference and the representatives of the Governing Body, thought that it was important that this Conference should meet alternately in an emigration and in an immigration country in order that the practical problems involved might be appreciated on the spot. The port of Naples was the main emigration port of Italy and most of the Italian emigrants came from the neighbourhood of Naples. It might be very useful for the delegates to the Conference to visit this region and thus to obtain knowledge of emigration problems; similarly, the holding of a later conference in an immigration country would enable a first-hand study to be made of the conditions of immigrants.

He therefore formally proposed that the Governing Body should decide in principle to convene the next session of the Migration Conference in Naples in the autumn of 1951.

Mr. Stafforini said that the Argentine Government would welcome acceptance by the Governing Body of the invitation of the Italian Government for the holding of the next session of the Migration Conference in Naples. In view of the close links between Argentina and Italy and of his country's interest in migration problems, the Argentine Government attached the greatest importance to the proposed Conference.

The Governing Body approved the proposals contained in paragraph 10 of the report.

The Governing Body gratefully accepted the invitation of the Italian Government to hold the next session of the Migration Conference in Naples.

It was agreed that this session should not be held before the autumn of 1951 and that the Director-General should submit to the Governing Body at its 114th Session concrete proposals concerning the arrangements for the Conference and, in particular, concerning its agenda.

Sir John Forbes Watson had no objection to the invitation of the Italian Government being cordially accepted; he hoped that he might be appointed as one of the Governing Body representatives at the next session of the Migration Conference so that he might see Naples before he died. He wished, however, to recall the view he had expressed at the 112th Session of the Governing Body that the Officers of the Governing Body ought to be informed of all invitations to hold meetings in various parts of the world so that they might give preliminary consideration to the matter before the Governing Body was asked to take a decision. The programme of I.L.O. meetings ought to be considered as a whole. It was obvious that when an invitation from a Government was brought before the Governing Body none of its members could usefully discuss it at that stage.

The Chairman recalled that it had been suggested that the Officers of the Governing Body should in future consider the proposed programme of meetings, and, in particular, invitations to hold meetings in various countries.

Mr. Wynes asked whether paragraph 12 of the report referred to the expenditure of the sum of one million dollars which had been made available to the I.L.O. for migration work.

Mr. Rens, Assistant Director-General, explained that, except in very rare cases, the Office could not provide technical assistance unless it received precise requests from Governments. The Office had been asked to submit to the Governing Body a general programme of technical assistance, but such a programme could not be drawn up except in the light of requests from Governments, whether it was a matter of the implementation of the expanded technical assistance programme, of the special technical assistance programme for migration, or of the other forms of technical assistance financed out of the normal budget.
of the I.L.O. It was in order that the Office might be in a position to draw up a general programme that the Committee had formulated the recommendation contained in paragraph 12 of its report.

Mr. Wynes thanked Mr. Rens for his explanation. The Australian Government had sent a communication to the Director-General on 6 October indicating that in its opinion technical assistance was not necessary in each field and that the greatest need of the Australian Government was for financial assistance in the movement of migrants. Paragraph 12 of the report suggested that the Governments concerned should define their needs for technical assistance; this the Australian Government had already done, but no doubt the Office would communicate again with the Australian Government, as with other Governments, in due course.

The Governing Body approved the recommendations contained in paragraphs 12, 13 and 14 of the report of the Joint Session of the European and Latin American Manpower Committees.

B. Report of the Asian Manpower Committee

Progress Report.

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

Technical Assistance.

Mr. Master said that there were certain fields of activity which called especially for the competence of the International Labour Office and that an expanded programme of technical assistance should therefore be financed through the budget of the I.L.O. Accordingly, he suggested that the Office should explore every possibility of financing this programme out of its regular funds and that the Governing Body should give a direction to the Finance Committee along the lines suggested in paragraph 10 (b) of the report.

Mr. Monk supported Mr. Master's remarks. He also supported wholeheartedly the proposals of the Asian Manpower Committee to the effect that the I.L.O. should make available the fullest possible assistance to the Asian countries out of its own budget, because it was difficult adequately to meet the needs of the Asian countries under the terms of the United Nations agreement with regard to technical assistance.

The Asian Manpower Committee had been somewhat disappointed to find that only 31 persons were being trained in the various courses which were being organised in Bangalore. If the situation were examined closely, however, it was easy to appreciate the difficulties confronting many of the Asian Governments which would like to take advantage of the courses of technical training made available to them. The Asian Manpower Committee had noted that difficult problems arose in regard to financing the transport and subsistence of the persons attending the training courses. The most important difficulty, in his opinion, was that at the present time the Bangalore Field Office was not able, for financial reasons, to provide the assistance needed by Asian countries, particularly in regard to appraising the needs of these countries for technically trained artisans. He felt that some of the Asian countries which had only recently gained their political independence had not yet made an effort to determine their actual requirements in regard to industrial development and primary production. They did not yet have a full appreciation of the difficulties confronting them in their new situation and would need the assistance of the Office experts in Bangalore in this respect. This problem was urgent and could not be solved unless the Office made every effort to assist the Asian countries and unless its representatives visited the various countries concerned with a view to helping the Governments to appreciate their actual needs.

He wished to draw the attention of the Governing Body to a point which he had already raised in the Asian Manpower Committee, namely, the competition which was apparently still continuing in the international field with respect to technical assistance for Asian countries. He recalled that not quite two years ago Mr. Wou of the International Labour Office and he himself had attended a conference of the Economic Commission for Asia and the Far East in Sydney, which was endeavouring to set up a technical assistance committee and office. The I.L.O. representatives had been able to persuade the conference not to follow up that suggestion, with the result that the I.L.O. had been given a free hand in Asia.
Early in 1950 there had been a Commonwealth Ministers' Conference in Colombo, held at the same time as the I.L.O. Asian Regional Conference at Nuwara Eliya. The Colombo Conference had also proposed the setting up of a technical assistance office in Colombo. This was a sign of international competition in a field in which it would be preferable for the I.L.O. to be left to operate alone.

As the report suggested, the matter would be taken up with the Commonwealth Ministers' Conference and he hoped that the I.L.O. would be left with a free hand in this field. Unless urgent action was taken, it was to be feared that many countries in Asia would not have to worry about the technical assistance they might receive from the I.L.O. because other influences would have established themselves in that region.

He hoped that the Governing Body would give effect to the recommendations contained in paragraph 10 of the Committee's report, and he wished to draw particular attention to the suggestions contained in paragraph 10 (b), which were most vital and urgent.

Mr. Rens, Assistant Director-General, said that Mr. Master had raised an important point in proposing the inclusion in the ordinary budget of the Organisation of additional credits to finance technical assistance to Asian countries under conditions acceptable to those countries.

Technical assistance under the expanded programme imposed certain obligations on recipient States which some of those States regarded as too onerous. Difficulties had, for instance, been encountered in organising technical training and supervisory training courses at Bangalore, to which the Governments of all Asian countries had been invited to send trainees. Participation in these courses entailed travelling and subsistence expenses which, under the conditions laid down by the Technical Assistance Board, had to be borne by the States concerned if the experts who conducted the courses were to be paid out of technical assistance funds.

He pointed out, however, that even if supplementary funds were provided under the ordinary budget so that technical assistance could be given outside the expanded programme, it would still be necessary to impose certain obligations on the recipient States. In the past, before the technical assistance programme had come into existence, the Office had rendered technical assistance to Governments in almost every part of the world on many occasions, but in almost every case the recipient Government had borne at least part of the cost. He thought that it would be difficult to exempt Governments from this financial participation because otherwise unjustified or exaggerated demands might be made.

However, he interpreted Mr. Master's remarks as the expression of a desire that the countries concerned should receive technical assistance under the best possible conditions without exempting them entirely from a contribution towards the cost.

After due consideration he had come to the conclusion that it would be perhaps less onerous for the Asian States if in future the Office were to send instructors to each country to provide the necessary technical assistance on the spot, rather than to organise centralised seminars or courses for all Asian countries together. This would involve less expense for the Asian countries since, under the present rules laid down by the Technical Assistance Board, the Governments of the countries concerned would only be required to provide subsistence allowances for the experts who visited their country.

Mr. Gros, representative of the United Nations, thanked Mr. Rens for the explanations he had given, which were of the utmost importance because the technical assistance which the I.L.O. could offer to underdeveloped countries was part of a general programme governed by standard rules which must be strictly observed. If one of the specialised agencies made an exception in favour of any given Government, the other agencies participating in the programme would be placed in a very difficult position.

Sir John Forbes Watson pointed out that there was a special Technical Assistance Fund of some 721,000 dollars, out of which about 21,000 dollars had been spent so far. He thought that this fund should be spent as quickly as possible since otherwise the impression might be given that the I.L.O. did not need the money. Unlike Mr. Master, he considered that the existing funds should be used first; if they proved insufficient for the provision of technical assistance it would then be time enough to seek other sources.

Technical assistance, as he understood it, was intended to enable the underdeveloped countries to improve their agriculture and their industry by teaching them established techniques and thus helping to raise their standard of living and to ensure world peace.
Reference had been made to the conditions governing the utilisation of the funds made available to the Office. What exactly were these conditions? The only one which had been mentioned so far was that the Office had to pay the travel and subsistence expenses of students who came to study the working of the I.L.O. That was not technical assistance as he understood it, and he thought that the funds might be put to better use in other fields.

He was fully in favour of technical assistance, but he believed that it should aim at increasing production and raising the standard of living and not, for instance, at explaining to the countries concerned how they should regulate hours of work.

If the conditions laid down for the utilisation of technical assistance funds were such as to prevent Governments from taking advantage of technical assistance which they needed, he was prepared to consider using the funds provided by the ordinary budget of the I.L.O. in order to meet these conditions. He thought, however, that every effort should be made to use the special Technical Assistance Fund before having recourse to the ordinary I.L.O. budget.

Mr. Wynes said that although he had been Chairman of the Asian Manpower Committee he wished to make certain comments on its report.

The Australian Government was not convinced of the necessity at the present stage for setting up a technical assistance unit in the Asian Field Office. In the East there were already E.C.A.F.E., the Commonwealth Bureau and a representative of the Technical Assistance Board in Colombo. In addition to these three bodies it was now proposed to establish a fourth, and his Government had therefore asked him to propose the adjournment of the consideration of this proposal to the next session of the Governing Body, on the understanding that in the meantime the Technical Assistance Board, which was responsible for co-ordinating the activities of the various agencies co-operating in the United Nations Technical Assistance Programme, should be asked to make a report on the advisability of setting up the proposed technical assistance unit.

Mr. Master wished to thank Mr. Rens for the understanding manner in which he had analysed the problem. He was also obliged to Sir John Forbes Watson for the manner in which he had expressed his views, and he assured him that there was no fundamental difference between them. As Sir John had pointed out, the essential object of technical assistance was to raise production in the underdeveloped countries and to improve their standards of living. When the question had been considered by the Selection Committee at the 1949 Session of the Conference he had himself stressed these points, but had been told that these matters were outside the competence of the I.L.O.

Sir John had further stressed the necessity for the Office to spend the funds which had been made available to it under the expanded technical assistance programme. He fully concurred in this view, which was reflected in paragraph io (a) of the Committee's report, inviting the Governments of Asian countries to file requests for technical assistance. Even if no such requests were forthcoming the technical assistance programme should still be pursued in order to implement the important resolutions adopted by the Nuwara Eliya Conference, and for that purpose the possibility should be explored of finding the necessary funds out of the normal I.L.O. budget. He agreed with Sir John that it was important to spend the special funds, but recourse should be had to the ordinary budget, if necessary, in order to meet the desires of the countries which had passed the resolutions to which he had referred.

He would like to have some particulars of the amount of expenditure on technical assistance and of the conditions laid down by the Technical Assistance Board for the utilisation of the special fund.

With regard to the Australian Government's suggestion that the proposal to set up a technical assistance unit should be adjourned, he saw no objection to postponing the matter.

Mr. Jouhaux, on behalf of the Workers' group, supported the recommendations made by the Asian Manpower Committee because there should be no slowing down of the work undertaken in such an important field.

He thought that some consideration should be given to the reasons why the Office had not yet received requests for technical assistance from many of the interested countries. As Mr. Rens had pointed out, the Office could only give technical assistance to those countries which requested it and in the manner in which they requested it. Mr. Gros had referred-
to the existence of standard rules which must be strictly observed if difficulties were to be avoided. He agreed that these rules should be observed as far as possible, but he thought that it was clear that the rule providing that the Secretary-General of the United Nations could only release funds when a definite programme was submitted was handicapping the Office’s work to some extent.

Technical assistance must be practical and not theoretical, and if it was not progressing as rapidly as had been hoped the procedures should be reviewed in order to see whether they were not faulty. He thought that the Field Offices which had been set up tended to deal with general questions in a somewhat theoretical manner. Methods for improving agriculture, for example, should be approached not from a theoretical angle but from a practical angle because conditions varied from one country to another. It was by sending out suitable experts who knew how to adjust general principles to the needs of different regions that real technical assistance could be rendered to underdeveloped countries. The same remarks also applied to industry.

In his view, the International Labour Office was capable of playing a more important part than other international organisations in the sphere of technical assistance. He urged that every effort should be made to see that the Office’s activities in this field were essentially of a practical character.

Mr. Monk hoped that the Governing Body would not act on Mr. Wynes’ proposal for an adjournment in order to allow the Technical Assistance Board to examine the position. He noted that Mr. Wynes had not indicated the reasons for which the Australian Government thought that it was not necessary for the proposed technical assistance unit to be established, but he recalled that the Australian Government representative at the Commonwealth Ministers’ Conference in Colombo had suggested the establishment of a technical assistance bureau associated with that Conference, and the Australian Government would no doubt like to see that suggestion implemented.

He was surprised that Mr. Master should have agreed to deferring the matter in spite of his desire to give technical assistance to the Asian countries as speedily as possible. Adjournment of the proposal would delay all progress, whereas it was clear that the establishment of a technical assistance unit was essential.

Mr. Wynes pointed out that he had indicated the reasons for which the Australian Government proposed that the matter should be adjourned, namely, that there were already three different bodies in the field in question and that the views of the Technical Assistance Board should be ascertained before setting up a fourth. He urged the Governing Body not to take a hasty decision on the matter.

Mr. Menon said that, apart from the points on which the Governing Body was asked to take action, the history of the question needed to be very carefully considered.

As had already been pointed out, the need for technical assistance was tremendous, so that if when technical assistance was offered the response was unsatisfactory, the reasons for this state of affairs should be examined, particularly so far as the conditions governing the grant of technical assistance were concerned. When the appropriate I.L.O. body had ascertained, in the light of information which the Office should lay before it, what were the difficulties of States Members which wished to participate in the technical assistance programme, the Governing Body could pursue the necessary negotiations with the various bodies concerned in full knowledge of the facts. He therefore urged that before the next session of the Governing Body papers explaining the difficulties which had been encountered should be laid before the appropriate committee. The communication which was to be addressed to Governments of Asian countries in accordance with paragraph 10 (a) of the Committee’s report would afford an opportunity of obtaining a clearer view of these difficulties.

In his opinion the establishment of a technical assistance unit attached to the Asian Field Office would be justified only if there was a sufficient demand for technical assistance.

Mr. Tennant agreed with Mr. Monk that the matter should not be postponed to the next session of the Governing Body.

The question of the technical assistance to be rendered by the Asian Field Office seemed to him to be of primary importance and he thought that the Governing Body should establish some appropriate procedures without delay. The first question was whether the technical
assistance work of the Asian Field Office should be financed under the expanded technical assistance programme or out of the normal budget of the Organisation. In the latter case, it was to be assumed that, in regard to the responsibility of the beneficiary countries, the same procedure would be followed as had been followed in the past in connection with the normal technical assistance activities of the Office. On the other hand, if the work was financed out of the special Technical Assistance Fund, the conditions laid down by the Technical Assistance Board would presumably apply.

As Mr. Rens had pointed out, it was important that the technical assistance work of the Asian Field Office should be organised in such a way as to render the most effective and equitable assistance to the Asian countries. For that purpose it might be necessary to arrange for the experts themselves to visit the individual countries rather than to be stationed at the field office, as was the case at present.

In support of Mr. Menon's observations, he suggested that the attention of the Asian countries should be drawn to the proposal to set up a technical assistance unit in the Asian Field Office at the same time as they were asked to file their requests for technical assistance. Those countries might also be asked to state how they thought such a technical assistance unit could best operate in practice, and in this connection he thought that the aim should be rather to send experts out to the individual countries than to centralise technical assistance operations.

Mr. Tuan said that technical assistance was especially important to his country. Although the question had been debated at length, he still had no very clear idea of what was meant by technical assistance. In particular, he would like to know what exactly were the difficulties to which Mr. Menon had referred. It might clearly be difficult for Governments to send trainees to the field offices for instruction because this involved considerable expense without any guarantee of practical results. He agreed with Mr. Tennant that it would be desirable to send experts to the countries concerned so that they might study the situation on the spot and determine the best methods of bringing about a rapid improvement in production.

Although the Asian Manpower Committee had met several times, it had not given consideration to the position in China. There were in Formosa 7½ million independent Chinese who hoped one day to recover their lost territory. He assured the Governing Body that free China had always been willing to co-operate with the United Nations. The whole world should be shown what the United Nations could do for the free peoples.

Mr. Rens, Assistant Director-General, thought that many of the points raised went considerably beyond the scope of the report of the Asian Manpower Committee. Before considering a possible course of action, he thought that it might be useful to give the Governing Body some additional information.

It was not quite accurate to say that the Office had as yet received only very few applications for technical assistance. It should be remembered, first of all, that the Office did not have a fund of 720,000 dollars but the equivalent of that amount in various currencies. Although only about 20,000 dollars out of this fund had actually been spent to date, some 35 technical assistance projects in which the I.L.O. was more or less concerned were at present under consideration by the Technical Assistance Board. The total cost of these projects had not yet been precisely assessed, but it might be estimated at between 500,000 and 600,000 dollars, so that the major part of the funds available to the Office was in fact already earmarked.

In reply to Mr. Menon, he pointed out that some information on the difficulties which had come to the Office's notice was given in a paper which had been laid before the Asian Manpower Committee. Similarly, the information for which Mr. Tuan had asked, in so far it was available, was contained in a paper submitted to the Finance Committee on the financial situation of the Technical Assistance Fund on 15 October 1950.

He wished to emphasise that the technical assistance programme was a very recent venture which as yet had been applied only over a limited field, and it was therefore too early to try to draw definite conclusions. For instance, in response to Mr. Menon's remarks, he might give his own opinion with regard to the difficulties encountered in implementing this programme in Asia, but he was not prepared to say that that opinion corresponded to the facts because it was too soon to assess the relative importance of these difficulties with any certainty.
The Office would continue to follow developments very carefully, and he promised on behalf of the Director-General that as much detailed information as was available concerning the difficulties which arose would be laid before the Governing Body at every session.

It would be most useful for the Governing Body to follow the suggestion in paragraph 10 (a) of the report and to urge the Governments of Asian countries to make full use of the facilities offered by the expanded technical assistance programme in the manpower field. It would also be desirable for the Governing Body to instruct the Office to make constant representations to the Technical Assistance Board with a view to ensuring the greatest possible flexibility in the rules laid down by the Board. In reading the minutes and decisions of the Technical Assistance Board, he had sometimes had the impression that it was building up such a rigid structure of rules that the development of technical assistance would be hampered by it. If the Governing Body gave appropriate instructions to the officials who represented the Office at the meetings of the Technical Assistance Board, results might be achieved which would not only make the Office's task easier but would also be helpful to those beneficiary Governments handicapped by obligations which were too onerous and rules which were too difficult to observe.

It might be hoped that such representations to the Technical Assistance Board, together with similar representations to the Economic and Social Council as suggested in paragraph 12 of the Committee's report, would lead to greater flexibility in the present rules. Meanwhile, however, it would no doubt be premature to ask for supplementary credits to finance the establishment of a technical assistance unit in the Asian Field Office, and paragraph 10 (b) of the report might be amended accordingly.

He drew attention to the fact that, as the Committee had been informed, the Office had already strengthened considerably the staff of the Asian Field Office out of its ordinary budget. In the past three months three permanent officials had been sent to Bangalore for fairly long periods, while a British expert had also been engaged to strengthen the permanent staff of the Field Office. It was to be hoped that, at a later stage, the salary of this expert might be paid out of the special Technical Assistance Fund, but for the time being the Office had had recourse to its ordinary budget in order to strengthen the staff of the Asian Field Office, and he asked the Governing Body to authorise the continuation of this policy pending the introduction of greater flexibility in the rules of the Technical Assistance Fund.

He thought that Mr. Jouhaux had given an excellent definition of technical assistance, which must be of a practical nature and must try to adjust general principles to the special physical and geographical conditions of given regions. It was in this spirit that the Office intended to continue its operations to the extent that Governments requested technical assistance from it.

Mr. Tennant noted that Mr. Rens had referred to the need for giving greater flexibility to the rules laid down by the Technical Assistance Board. He would like to know what exactly was meant by flexibility in this connection. If it meant that the rules should be applied sensibly and in a non-bureaucratic manner, he entirely agreed. Nevertheless, he noted that in paragraph 12 of the Committee's report reference was made to the fact that the conditions under which Governments benefited from technical assistance often placed a heavy burden on them, and it was suggested that the Economic and Social Council should be asked to consider the possible revision of the rules so as to make them more favourable. This was a matter which concerned not only the beneficiary Governments but also all the other Governments which were contributing to the technical assistance programme in one way or another. He would find it difficult, on behalf of his Government, to support paragraph 12 of the Committee's report without knowing exactly what difficulties had arisen so far and what exactly would be involved in the proposed representations to the Technical Assistance Board and the Economic and Social Council.

Mr. Menon noted that paragraph 3 of the Committee's report indicated that there was ample demand for technical assistance, whereas paragraph 4 gave the impression that financial limitations were an impediment to granting it. It was important to define exactly what the real difficulties were.

Mr. Rens, Assistant Director-General, explained that his remarks about greater flexibility referred to the interpretation of resolution 222 of the Economic and Social Council, which was drafted in somewhat strict terms. Without contemplating a revision of the text itself, its application might be facilitated by a more flexible interpretation.
As an example he cited the training courses and seminar on vocational training and supervisory training organised at the Bangalore Field Office. This was a typical form of technical assistance, but under Resolution 222 as interpreted by the Technical Assistance Board the Office was not allowed to finance it under the expanded technical assistance programme. It would be desirable that the rules should be applied in such a way as to permit courses and seminars of this kind, which were typical technical assistance activities and were helping several countries at once, to be financed under the expanded technical assistance programme.

The Governing Body approved paragraph 10 (a) of the report of the Asian Manpower Committee.

The Chairman drew attention to the fact that Mr. Wynes had proposed deferment of the decision requested in paragraph 10 (b) of the report. He asked Mr. Wynes whether he would be prepared to accept the following text in place of paragraph 10 (b):

(b) to secure greater flexibility in the interpretation of the rules governing the technical assistance fund (i) for the recipient countries, and (ii) in the interest of the work of the International Labour Organisation. This action would be taken at the secretariat level and also by the Asian Governments represented on the Economic and Social Council, as indicated in paragraph 12 of the Committee’s report;

(c) meanwhile, to instruct the Office to continue within the framework of the ordinary budget for 1951, and having regard to requirements, to strengthen the personnel of the Asian Field Office to the extent required to help in the execution of the technical assistance programme as financed by the budget of the expanded technical assistance programme.

Sir John Forbes Watson suggested that this text should be circulated before the discussion was continued. He also pointed out that paragraph 8 of the report of the Technical Assistance Committee dealt with similar problems, and he therefore thought that that report should be examined before discussion of the text submitted by the Chairman was resumed.

It was agreed that discussion of paragraph 10 (b) and the following paragraphs of the report of the Asian Manpower Committee should be adjourned pending distribution of the draft amendment suggested by the Chairman, and should be resumed in connection with the consideration of the report of the Technical Assistance Committee.1

The sitting closed at 6.25 p.m.

L.-E. Troclet.

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1 See below, Minutes of the Seventh Sitting, p. 80.
MINUTES OF THE FIFTH SITTING

(Thursday, 23 November 1950—10.20 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Troclet.

Mr. Ali, Mr. Bengough, Mr. Bergenström, Mr. Brull, Mr. Chapa, Mr. Cingolani, Mr. Cornil, Mr. Delaney, Mr. Finet, Sir John Forbes Watson, Mr. Gemmill, Mr. Goulet (replaced during part of the sitting by Mr. Berlis), Mr. Ibañez, Mr. Jouhaux, Mr. Koch, Mr. de Lacerda Lago, Mr. Master, Mr. Menon, Mr. Monk, Sir Guildhaume Myrddin-Evans (replaced during part of the sitting by Mr. Tennant), Mr. Nordahl, Mr. Ramadier, Mr. Shaw, Mr. Stafforini, Mr. Sur, Mr. Tuan, Mr. Ugarteche, Mr. Waline, Mr. Wallin, Mr. Wynes, Mr. Zempel (replaced during part of the sitting by Mr. Persons).

Absent: Mr. Altman.

TWELFTH ITEM ON THE AGENDA

Report of the Committee on Industrial Committees

The Chairman invited the Governing Body to consider this report paragraph by paragraph.

I. Third Session of the Petroleum Committee.

The Governing Body adopted the proposals contained in this section of the report without discussion.

II. Criteria for Membership of Industrial Committees.

Sir Guildhaume Myrddin-Evans said that both the Committee on Industrial Committees and the Governing Body had spent a considerable time in trying to come to some conclusions as to the criteria which should be applied when considering requests for membership of Industrial Committees, but little progress had been made in the matter. He therefore wondered whether the Governing Body ought not now to decide that it would not spend any more time on the matter but would deal with applications for membership of Industrial Committees on an ad hoc basis, as had been done in the past. This solution would probably save time in the long run because two considerations were involved. In the first place, the Governing Body would find it very difficult in any circumstances to refuse membership of an Industrial Committee to any State which applied for membership and which had a reasonable claim. Secondly, if criteria were to be seriously applied, the Governing Body would have to remove from various Committees States Members which were already represented upon them, and he could not envisage this being done.

He therefore suggested that the Governing Body should take note of the discussions which had taken place on this subject and should decide not to take any further action upon it for the time being.

Mr. Persons fully agreed that the question of criteria for membership of Industrial Committees was a difficult one. With regard to the first question raised by the Committee on Industrial Committees, namely, whether the Governing Body was prepared to contemplate asking countries which were already represented on Industrial Committees if they would be willing to reconsider the whole question of membership so far as it affected themselves, he thought that no action which might be taken at the present time was likely to lead to useful results. In the absence of any definite indication of the purposes of the criteria, and hence of their nature, the countries concerned would not be in a position to consider the matter constructively.
As to the second question, namely, that of the criteria themselves, he agreed with Sir Guildhaume that the problem was a difficult one on which little progress had been made. So far, however, the Committee on Industrial Committees had approached the question from the point of view of developing certain statistical guides, and it had come to the conclusion, after considering the material submitted to it, that statistical guides alone would not be enough and that other factors must be taken into account. He suggested that in view of the difficulty of the problem it might be advisable to deal with it step by step and that the Governing Body might usefully ask the Committee on Industrial Committees to study it in broader scope and try to present to the Governing Body suggestions as to what the purpose of the criteria might appropriately be. The definition of the actual criteria could then be left to a later stage.

Sir John Forbes Watson said that he had been somewhat disheartened to hear Sir Guildhaume Myrddin-Evans suggest that the Governing Body should admit defeat on this question, and he supported the proposal of the United States Government representative that the effort to put order and fairness into the composition of the Industrial Committees should be continued.

The root of the whole matter was the fact that the Office was responsible for paying the travelling expenses and subsistence allowances of the Employers' and Workers' representatives on Industrial Committees, and it was because a considerable proportion of the I.L.O. budget was devoted to this important activity that the question of criteria had been raised. He himself had always maintained that these expenses should be paid by the respective Governments, but he had been defeated on that issue more than once and he did not wish to raise it now. He appreciated the difficulty of finding suitable criteria because any Member of the Organisation which claimed to have some interest in a Committee considered itself entitled to attend it, but in the interests of the finances of the I.L.O. and of ensuring that the Industrial Committees were manned by those who had a real practical interest in them it was the duty of the Governing Body to continue to try to find a solution. On behalf of the Employers' group, therefore, he supported the proposal made by the United States Government representative.

Mr. Delaney said that the Workers' group would also like to find some criteria which might prove to be of assistance in solving this complex problem. However, the Workers had given very serious consideration to the question and had no further suggestions to offer for its solution, and they were therefore prepared to accept the proposal made by Sir Guildhaume Myrddin-Evans.

Mr. Wynes said that the Australian Government felt that this matter should not be allowed to lapse. He was instructed to put forward a suggestion for the solution of the problem which had already been made at previous sessions by the Australian Government representative, namely, that Governments making application to be represented on Industrial Committees should be prepared to meet the expenses of the Employers' and Workers' representatives as well as of the Government representatives. There appeared to be general agreement as to the difficulty of establishing satisfactory criteria based on statistics and he therefore suggested that the Governing Body, either at its present session or on some appropriate future occasion, should give very serious consideration to the proposal he had made.

The Australian Government considered that if the Governing Body decided to review the composition of the Industrial Committees some limitation should be imposed on their size, and his Government was prepared, if necessary, to review its own position with regard to representation on Industrial Committees.

Mr. Monk said that there was a wide difference between the point of view put forward by Sir Guildhaume Myrddin-Evans on behalf of the United Kingdom Government and that put forward by Mr. Persons on behalf of the United States Government.

In reply to Mr. Persons, who wanted the Committee to continue to explore the possibility of establishing some criteria which would bring order into the membership of the Industrial Committees, he pointed out that the purpose of such criteria had already been defeated by the decisions taken by the Governing Body to invite various countries to be represented on Industrial Committees. The conclusion drawn by Sir Guildhaume Myrddin-Evans was the logical conclusion which the Committee itself had found inescapable, namely, that
whatever criterion might be established it would inevitably mean that many of the countries at present represented on Industrial Committees would have to be removed from them. This would cause serious political difficulties within the Organisation and, as Sir Guildhaume had said, it would be a difficult course for the Governing Body to take.

Quite apart from the question of the purpose of establishing criteria, the Committee on Industrial Committees had not found itself able to discover any satisfactory criteria. The Workers' group therefore considered that it was better to accept defeat rather than to waste the time both of the Committee and of the Office in trying to find a criterion which, even if found, would prove unworkable for political reasons.

He was completely opposed to the point of view expressed by Mr. Wynes on behalf of the Australian Government, and in the light of his knowledge of that Government's views on the subject he could not understand the instructions given to Mr. Wynes. The former Labour Government in Australia had decided, in spite of the speaker's own representations, that Australia should not be represented on the Industrial Committees after their second meeting, and therefore Australia had not been represented at the third meetings of the Textiles and Coal Mines Committees. The argument used was that, although the I.L.O. paid for the Workers' and Employers' delegates, the Government still had to pay the expenses of two Government delegates. When the Liberal Party had come into office he had again discussed the matter with the Prime Minister and the Minister of Labour, and the Prime Minister had agreed that Australia should be represented at meetings of Industrial Committees in the future. He therefore found it difficult to understand the views expressed by Mr. Wynes, and he suggested that the Australian Government would be the last to be represented on Industrial Committees if it had to pay the expenses of six delegates at each session.

Mr. Persons said that the Governing Body was faced with the alternative either of dropping the matter or of giving it further consideration. If the matter were to be dropped the problem which clearly existed would continue to exist and might become more acute. So far the discussion had dealt with only one factor in the problem, namely, the factor of finance, but other general factors were involved which related to the effectiveness of the Committees. The type of question he had in mind was, for instance, whether there might be an optimum size for any particular Committee, whether consideration ought to be given to ensuring the kind of membership which would make the Committee effective in the development of industries in the relatively underdeveloped countries, or whether an attempt should be made to provide for active membership of the Committees.

He thought that the specific proposal relating to the financial aspect which had been made by the Australian Government ought to be considered at the same time as the other factors when the Committee on Industrial Committees met, with a view to recommending to the Governing Body what the purposes of the criteria should be. At the present stage the United States Government was not in a position to accept any proposal to change the method of financing the expenses of Employers' and Workers' representatives on Industrial Committees.

Mr. Tennant, as Chairman of the recent session of the Committee on Industrial Committees, thought that it might be useful to explain briefly some of the real difficulties with which the Committee had found itself faced. The consideration of the question of criteria had arisen from the difficulty experienced by the Governing Body in dealing with new applications for membership in the absence of any objective method. The problem was complicated, moreover, by the fact that the Industrial Committees had not been built up on a very systematic basis, and any system adopted for the future would have to apply not merely to potential new members but also to existing members. As Mr. Persons had pointed out, the question then arose as to what the purpose of the criteria should be, i.e., whether the Governing Body was concerned with securing that only those States which had the best claim for membership should be included, whether the Committees should be kept to a manageable size, and so forth. He himself was inclined to think that the objects of any criteria established would be a combination of these factors. This led to the conclusion that it would be necessary to reconstitute all the Committees afresh, and the crucial question then arose as to whether the Governing Body was prepared to contemplate that procedure, bearing in mind the fact that certain existing members would inevitably have to be asked to relinquish their membership. If the Governing Body were to decide to refer the matter back to the Committee on Industrial Committees for further consideration, it would have to give very clear guidance to the Committee on that point.
Mr. Stafforini said that he attached great importance to the Industrial Committees within the machinery of the International Labour Organisation as constituting the best method of providing the Office with the information it needed to build a solid basis for appropriate international regulations within a specific field of activity. This being so, he considered that the criterion by which the Governing Body should be guided in considering the present problem was that of strengthening the Industrial Committees by all possible means. He did not think that it would be either fair or wise to try to solve the problem indirectly by requiring Governments to pay the expenses of the Employers' and Workers' delegates; this would be an arbitrary criterion because it would make the attendance of national delegations dependent on the financial means of the Government concerned. It had been clear at the last session of the International Labour Conference that some Governments had found difficulty in sending delegations even to the Conference. If the Governing Body were to add to those difficulties the burden of paying the expenses of Employers' and Workers' delegates to Industrial Committees he was afraid that this might prejudice the success of the work of the Committees.

He thought that the Committee on Industrial Committees should continue its efforts to find a solution, and he could not accept the view that it was impossible to discover a criterion which would be liberal enough to allow the collaboration of all Governments and employers' and workers' organisations interested in a specific branch of activity, while at the same time ensuring a reasonable limitation of numbers which was necessary both for the effective performance of the work and for financial reasons.

Whatever criteria might be adopted, however, he thought that they should unquestionably be applied not only to Governments newly requesting representation but also to those which were already members of Industrial Committees; any other course would create an unjustifiable privilege. This would not necessarily give rise to such serious political difficulties as had been suggested, provided that the criteria adopted were liberal and reasonable.

In these circumstances, he suggested that the Committee on Industrial Committees should submit to a future session of the Governing Body general recommendations for a solution of the problem, with a view to the reconstitution of the Industrial Committees according to criteria which should apply both to new applications and to countries which were already members.

Mr. Menon assumed that the financial aspect of the question of attendance at Industrial Committees raised by Mr. Wynes was not now under discussion, otherwise he would wish to express the views of his Government upon it.

With regard to the point at issue, he agreed with Sir John Forbes Watson, on purely logical grounds, that the question of criteria for admission to Industrial Committees ought not to be left unsolved. His own country had been a beneficiary of the Industrial Committees and he was confident that under any criteria which might be established India would retain its place on the Committees. Nevertheless, in an organisation in which conciliation and goodwill among all parties were of the utmost importance, he did not think that logic could be the only guide and he therefore supported the compromise proposal made by Sir Guildhaume Myrddin-Evans, to which there seemed to be no alternative in existing circumstances.

Mr. Berlis said that the Canadian Government was in favour of establishing criteria if this were possible. While he was not prepared to say that this was the case, he did not think that the time had yet come to abandon the attempt and he therefore suggested that the matter might be referred back to the Committee on Industrial Committees for further study with a view to its reconsideration at a later session of the Governing Body.

Sir Guildhaume Myrddin-Evans said that the United Kingdom Government had never been afraid of facing a problem just because it was difficult, but he did not see the point of wasting time on a question which had been under discussion for the past eighteen months and on which no acceptable suggestion had been made up to the present. The Chairman of the Committee on Industrial Committees had suggested that it was of no use to refer the matter back to the Committee unless the Governing Body were prepared to give some guidance as to the lines on which the Committee should pursue its work, and no such guidance had been given during the discussion. When the members of the Governing Body were able to reach some agreement on the matter he would be prepared to refer it back to the Committee, but he did not think that it was fair either to the Committee or to the
Governing Body to keep the question in suspense. He therefore moved formally that the matter should be adjourned for twelve months, on the understanding that any constructive suggestions put forward by any Government or other member of the Governing Body during that time could then be taken up.

Sir John Forbes Watson wished to make it clear that he was not pressing for a decision on the question of who should pay the expenses of the Employers' and Workers' delegates, a subject on which his group was not unanimous. He thought that the Governing Body had perhaps lost sight of the precise terms of the question before it, namely, that the Committee had asked for its view of the purpose of any guiding principles which might be adopted, and, in particular, whether the Governing Body was prepared to contemplate inviting existing members of Industrial Committees to reconsider the question of their membership. So far as he was concerned, the answer was that the Governing Body should not be afraid of applying any criteria which were well thought out and right and were designed, as the United States Government representative had suggested, to ensure attendance at the meetings of Industrial Committees of members with a substantial interest in and a real knowledge of the subject in question.

With regard to the question of the purpose to which further enquiries should be directed, he agreed with the suggestions made by the United States Government representative.

Mr. Gemmill supported the important suggestion made by the Argentine Government representative, namely, that the criteria must be applied to present members of the Committees as well as to new members. He recalled that when the Committees were first established nearly all the members of the Governing Body had suggested their own country for membership, and membership had been accorded at that time without demur. He himself had suggested South Africa for membership of a number of Committees, although in fact there were only one or two Committees on which South Africa should properly be represented. This situation needed to be remedied, and he thought that efforts to find a solution should be continued.

Mr. Shaw thought that Sir Guildhaume had not perhaps done full justice to the suggestions of the United States Government representative. Mr. Persons had suggested that in addition to the question of criteria for membership there was also a question of criteria for continued membership, for instance whether a country which was a member of a Committee but did not pay any attention to its work or contribute to its success, or a country which had not sent tripartite delegations to the meetings, should be disqualified from membership. He agreed with Mr. Gemmill that some countries which had been given membership of Industrial Committees without consultation might be perfectly willing to be removed from those Committees.

Mr. Ramadier strongly supported the proposal made by Sir Guildhaume Myrddin-Evans. He thought that it would be wise to allow a year for reflection on the matter rather than take a hurried decision.

The Chairman said that the Governing Body had before it the proposal made by Sir Guildhaume Myrddin-Evans, which might usefully be supplemented by an instruction to the Office to continue to study the matter with a view to making a further report upon it at the end of a year, having regard to the various ideas put forward in the course of the debate.

Sir John Forbes Watson pointed out that the United States Government representative had made a proposal which he himself had supported, namely, that the Committee be asked to continue its efforts to find a criterion. If Mr. Persons wished that motion to be tested, Sir Guildhaume's suggestion would be an amendment to it.

Mr. Persons very much appreciated the support which Sir John had given to his original proposal, but he was now prepared to accept Sir Guildhaume's proposal with the addition suggested by the Chairman. He hoped that in the course of the year the other members of the Governing Body would bear the matter in mind.

Mr. Delaney said that the Workers' group was prepared to accept Sir Guildhaume's proposal with the amendment suggested by the Chairman.
Sir Guildhaume Myrddin-Evans thanked Mr. Persons for accepting his suggestion. He hoped that any Government or other member of the Governing Body who had ideas on this matter would submit them to the Office during the course of the next twelve months so that both the Office and the Committee might have something to work upon when they resumed their study of the subject.

Sir John Forbes Watson, on behalf of the Employers' group, accepted the proposal as amended by the Chairman on the understanding that the study made by the Office would be submitted to the Committee on Industrial Committees so that the Governing Body might have before it in a year's time both the Office's report and the views of the Committee upon it.

Mr. Stafforini also accepted Sir Guildhaume's proposal. He had, however, a further suggestion to put forward for consideration, namely, whether it might not be desirable to have different criteria for the different Industrial Committees. The Industrial Committees themselves might usefully give their views on this subject.

The Chairman said that this suggestion would be taken into consideration by the Office and the Committee on Industrial Committees, together with the other suggestions made in the course of the debate.

The Governing Body decided to adjourn for 12 months the question of the establishment of criteria for membership of Industrial Committees, and instructed the Office to lay before the Committee on Industrial Committees in due course a further report on the subject, having regard to the suggestions made in the course of the debate and to any further suggestions which might be submitted by Governments or other members of the Governing Body in the course of the year.

III. Request for the Establishment of a Committee for the Printing Trades.

Mr. Möri said that the Workers' group did not think that it was necessary to convene a special tripartite conference for the printing trades, but considered that it might be useful to set up an Industrial Committee for the printing and allied trades covering both printing and lithography and bookbinding. He was accordingly authorised by his group to request the Governing Body to instruct the Office to study the possibility of setting up a committee of this kind, with due regard to budgetary considerations, which were at least as important in the International Labour Organisation as in any other organisation.

He pointed out that, in addition to the Printing Trades Federation of Canada, the International Federation of Printers and Bookbinders, a very large organisation covering printers', lithographers' and bookbinders' unions throughout Europe and in certain overseas countries, had also approached the Office on the subject of the possible establishment of a printing trades committee. He did not think that it was necessary to take up the Governing Body's time in describing the achievements of workers in the printing trades throughout the world in the field of industrial relations, and he would therefore confine himself to urging the Governing Body to adopt the proposal he had made on behalf of the Workers' group.

Mr. Goulet said that the Canadian Government concurred in the expression in the report of the Committee on Industrial Committees that the establishment of further Industrial Committees should not be contemplated for the time being. This also applied to the holding of a special conference for the printing trades.

Mr. Tennant, as Chairman of the Committee on Industrial Committees, wished to make it quite clear that the communication from the Printing Trades Federation of Canada had not explicitly referred to the establishment of an Industrial Committee, and it was for that reason that the Committee on Industrial Committees had not sought a decision from the Governing Body with regard to the establishment of an Industrial Committee, but merely with regard to the convening of a conference. The Committee had, however, discussed the possibility of the establishment of a printing trades committee because that appeared to be implied in the Federation's request.

Mr. Jouhaux said that the motion submitted on behalf of the Workers' group did not ask for an immediate decision on the question of establishing a committee or convening a conference, but merely that the Office should consider whether it appeared necessary to set up such a committee.
A great deal had been heard about criteria in the course of the debate. This was an industry for which criteria existed and in which working conditions were similar throughout the world, so that it would be possible for a committee to be set up. All that was requested for the time being, however, was that the Office should study the question and submit a report.

Sir John Forbes Watson was opposed to taking a decision on the question whether a special tripartite conference should be convened for the printing trades. He was also opposed to the suggestion of setting up a new Industrial Committee for the printing trades, but he was prepared to accept the proposal that the Office should prepare a report on the matter, setting forth the various arguments for and against, together with the financial implications. He asked whether the Office would be able to undertake this study in addition to fulfilling all its other commitments.

The Chairman said that the Office was prepared to submit a report on the subject to the next session of the Governing Body.

The Governing Body requested the Office to submit to the next session a report on the possibility of establishing an Industrial Committee for the printing and allied trades, with due regard to the financial considerations involved.

IV. Hours of Work and Rest Periods (Road Transport) Convention, 1939.

The Governing Body adopted the proposals on this matter contained in paragraph 33 of the report.

V. Proposed Tripartite Meeting of Coal-Producing Countries.

Mr. Shaw drew attention to paragraph 38 of the report in which it was stated that he had asked that his position in regard to the proposal on this subject might be reserved until he had seen the full text of the resolution of the Miners' International Federation. After having seen the resolution he had asked permission to reopen the discussion, but as objections were raised on the ground that the Committee had already reached a decision he had requested that his negative vote be recorded in the report and had given notice that he would state the views of the United States employers in the Governing Body.

The resolution of the Miners' International Federation, which had been communicated to the United Nations as well as to the I.L.O., asked that a tripartite meeting should be convened to consider four questions, namely, production, prices, exports and imports, and hours of work. Subsequent resolutions adopted by the Federation in Marseilles had also covered the questions of production control and allocation of markets. He wished to point out that the question of production, with particular reference to workers' problems in production, and the question of hours of work had already been placed on the agenda of the next session of the Coal Mines Committee, and thus action had been taken on the two questions which were of primary interest to the I.L.O. He considered that the other subjects put forward in this resolution were not appropriate for discussion by the I.L.O.; there might be other international organisations which could appropriately consider some of them, but it was not for the Governing Body to tell these organisations what they should do.

He wished to make it clear, however, that if any international organisation called for a discussion of these other questions the United States employers could not participate, firstly, because this would be contrary to their whole economic philosophy, and secondly, because it would be contrary to United States legislation. During the National Recovery Administration period, for instance, Mr. Ickes, who had been Secretary of the Interior in President Roosevelt's Administration and Petroleum Administrator for War, had urged employers in the petroleum industry in the Middle West to set price and other controls, but after the war the Department of Justice had brought a suit against the companies which had taken that action for violation of the Sherman Anti-Trust Law. In giving this example he did not wish to criticise the Sherman Anti-Trust Law, which was designed to prevent cartels and monopolies while at the same time promoting competition, and the objectives of which United States employers would generally endorse.

Competition in the United States meant that there were four million companies competing in the markets, with the result that the country had the lowest prices of commodities in the world in relation to the income of the workers, coupled with the highest
quality. According to United States Government statistics, an average of 10 per cent. of these companies failed every year, the latest figures he had seen being 392,000. Though this was hard on the companies concerned, the public on the whole profited by competition and the sufferers were not the workers but the stockholders of the companies which failed.

Furthermore, competition in the United States provided the highest wage structure in the world and the highest salaries for executive and technical staff. Many union contracts, for instance that signed by the General Motors Company, provided not only for periodical adjustment of wages to the cost of living but also for annual increases to provide for an increase in efficiency and improvement in the standard of living of the workers. He did not think that that type of contract would be possible in non-competitive industry. Furthermore, competition meant that the worker of today could use his savings to set up a business of his own tomorrow, or could become a foreman or superintendent, or even the president of his company. Many workers who did not reach the top of their profession themselves made sacrifices in order to give their children the necessary education and technical training to enable them to improve their positions. The competitive system in the United States meant that there were four million centres of initiative which could undertake experiments without any higher approval and, as a result of this, the United States had a dynamic economy with which Russia could not compete.

He assured the members of the Governing Body that this question of competition was a most important factor in the United States economy. The factors of capital, of manpower, of natural resources and of technical skill and managerial ability were not basic, since the United States had them in common with other countries. Mr. Rens had suggested to him an analogy with the atom bomb, and it was true that competition in the United States acted like the neutron which released the energy of millions of workers, technicians, engineers and managerial staff.

In view of these considerations, he wished formally to move that the Governing Body should reject the proposal in paragraph 38 of the report and should inform the Miners' International Federation that the two subjects in the resolution which were of primary concern to the International Labour Organisation had been placed on the agenda of the next session of the Coal Mines Committee and that the results of the Committee's deliberations would be communicated to the Federation in due course, but that the other questions were not of primary concern to the International Labour Organisation. It was not for the I.L.O. to tell other bodies how they should do their work, nor was it appropriate for the Governing Body to refer to another less competent organ of the Organisation the question of the procedure for dealing with a proposal of this kind.

Mr. Jouhaux did not intend to enter into a theoretical discussion of the arguments which Mr. Shaw had just put forward, but he felt bound to point out that to explain the economic development of the United States solely by the theory of economic liberalism was to ignore 90 per cent. of the other circumstances to which that development was due. Europe was, of course, older than the United States and had neither the raw materials nor the markets which were available to that country, so that it was quite understandable that the economic development of the United States should have been greater than that of other continents and particularly than that of Europe. Nevertheless, no economist or geographer would maintain that the development of the United States was due to the application of economic liberalism, and if that theory had played some part in the matter it was merely because it had found in the United States the factors favourable to its development which were not present in Europe, and particularly not in the coal mining industry.

The Miners' International Federation was one of the oldest workers' organisations in the world and had always had a good effect on the development of the coal mining industry, and consequently on economic development in European countries. There was within the Miners' International Federation a united policy which had not always existed in the United States, and it was undeniable that this had favourably affected the economic reconstruction and development of the European countries. Without that united policy none of the European countries could have recovered as rapidly and as fully as they had done from the two tragic periods in their recent history.

The proposal of the Miners' International Federation was therefore made in the interests of its united policy and in the general interest. Consequently, he did not think that one group of employers, whose interests were not all identical in regard to economic recovery at the present time, could maintain the position that they would refuse to participate in an international coal conference if it dealt with prices and transport. Even if the conditions
laid down were unwelcome, it was in the interests of the employers to participate in the conference, and therefore he was sure that they would attend it.

Without raising the question of the relative advantages of free enterprise and economic planning, he wished simply to point out the fact that at all times, and particularly since 1945, every country had been concerned to build up its coal mining industry because that industry was fundamental to economic activity and conditioned its successful development. Great efforts had been made by the Governments of all countries, in collaboration with the mine workers' unions and with their International Federation, and results had been achieved. He could quote figures concerning the coal mining industry in Great Britain, Germany, France and Belgium which showed that the application in these countries of the ideas of the Miners' International Federation had resulted in raising production and thus making new developments possible. The Miners' International Federation was quite right in suggesting that its new proposals should be covered by the discussions of the tripartite coal conference because the facts had proved that at the present stage of changes and improvements no further advance could be made without entering these new fields. Any attempt to check that development would also check the expansion of the coal mining industry itself.

Considerable results had already been achieved, as would be recognised by some of the Government representatives present. Representatives of the industry had also benefited from the new conditions. If Mr. Shaw's advice were to be followed they would cease to reap these benefits, and he therefore urged the Employers' group to think both of their own interests and of the general interest and to accept the suggestions of the Miners' International Federation. The United States employers were free to stand apart if they so wished, but he did not think that they would be able to maintain that position.

In conclusion, he wished to point out that the action proposed was necessary for the defence of freedom, and therefore it was not possible to leave full discretion to the employers, especially in the coal mining industry. The suggestions of the Miners' International Federation were inspired by considerations of general and national defence, and he urged the Governing Body to have regard to them.

Mr. Gemmill said that, while he was in entire agreement with Mr. Shaw's remarks concerning private enterprise, he did not wish to enter into a discussion on that subject but merely to express the view that the problem under discussion was not essentially one for the Coal Mines Committee, which was not equipped to deal with it. In his opinion, the suggestion that the Governments concerned should be consulted on their views concerning the proposal was preferable.

Mr. Tennant wished to make it clear that the Committee on Industrial Committees had not concerned itself with the merits of the proposals put forward by the Miners' International Federation, but merely with the procedural question of finding the best method of dealing with the request for the calling of a tripartite meeting. As stated in the report of the Committee on Industrial Committees, there had been correspondence with the United Nations on this point and the Secretary-General of the United Nations had felt that it would be inappropriate for him to make a joint approach to Governments. The general view of the Committee had therefore been that the best method of dealing with the question of procedure would be to seek the advice of the Coal Mines Committee.

In reply to Mr. Gemmill's point, he explained that the Committee had felt that it would be useful for those directly concerned with the coal mining industry, whether from the Government, employers' or workers' point of view, to have the opportunity of considering the many real difficulties involved and of giving their views to the Governing Body before a decision was taken on any further action.

The debate was adjourned to the next sitting.

The sitting closed at 1.10 p.m.

L.-E. Troclet.
MINUTES OF THE SIXTH SITTING

(Thursday, 23 November 1950—3.20 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. Troclet, followed by Mr. Ugarteche.

Mr. Ali, Mr. Bengough, Mr. Bergenström, Mr. Brull, Mr. Chapa, Mr. Cingolani, Mr. Delany, Mr. Fafchamps, Mr. Finet, Mr. Fennema, Sir John Forbes Watson, Mr. Gemmill, Mr. Goulet, Mr. Ibáñez, Mr. Jouhaux, Mr. Koch, Mr. Master, Mr. Menon, Mr. Monk, Sir Guildhaune Myrddin-Evans, Mr. Ramadier, Mr. Roberts, Mr. Shaw, Mr. de Souza Bandeira, Mr. Stafforini, Mr. Sur, Mr. Tuan, Mr. Ugarteche, Mr. Waline, Mr. Wynes, Mr. Zempel.

Absent: Mr. Altman.

TWELFTH ITEM ON THE AGENDA

Report of the Committee on Industrial Committees (continued)

V. Proposed Tripartite Meeting of Coal-Producing Countries (continued).

Mr. Fennema agreed with Mr. Gemmill that the Coal Mines Committee was not the most competent body to discuss the resolution transmitted to the I.L.O. by the Miners' International Federation. He suggested that the best way to handle the resolution would be to refer it to the International Organisations Committee, which appeared to be the Governing Body committee best qualified to deal with the question of procedure.

Mr. Monk said that it was important to remember that, as the Chairman of the Committee had already explained in his very fair presentation of the majority view, the report of the Committee on Industrial Committees did not suggest that the Coal Mines Committee should take up a positive attitude on the substance of the proposals put forward by the Miners' International Federation, but merely that it should examine the matter with a view to deciding whether it was the competent body to deal with it or whether it could make any suggestions to the Governing Body as to the most appropriate way of dealing with the four subjects specified in the resolution.

He suggested that if the Workers' group had adopted an attitude similar to that taken by Mr. Shaw, namely, that the United States employers would not participate in the Coal Mines Committee if this resolution were referred to it, they would have been accused of trying to force the hand of the Governing Body. He did not think that that was a proper attitude to take within a tripartite body like the Governing Body. If the United States employers were determined not to discuss the questions of prices and of exports and imports of coal they could still participate in the normal way in the Coal Mines Committee and simply abstain from participating in the discussion of this particular matter.

Sir John Forbes Watson said that as the coal mines in the United Kingdom were nationalised he had no right to express a view on the subject. Nevertheless, because of the precedent which a decision on the present matter would set for those industries in the United Kingdom which were not nationalised, he would reluctantly vote against the suggestion made by the Committee. If the Governing Body were to accept the principle that an Industrial Committee could give its views as to what the Governing Body itself was competent to do, it would be running away from its own responsibilities, and he therefore objected on principle to the matter being remitted to any Industrial Committee.

On the other hand, while he thought that the correct course would be to consult Governments on the matter, he would not object to referring it to the International Organisations Committee.
The Chairman said that the Governing Body had before it the proposal made in paragraph 38 of the Committee’s report and a further proposal by Mr. Fennema to refer the question to the International Organisations Committee. He would first take a vote on the adoption of paragraph 38 of the report.

By 15 votes to 8 with 3 abstentions the Governing Body decided to invite the Coal Mines Committee at its next session (a) to consider possible methods of dealing with the problem raised by the Miners’ International Federation, having regard to the competence of the I.L.O. and other international organisations respectively in connection with these matters and to the fact that certain coal-producing countries are not Members of the International Labour Organisation; and (b) to indicate, in the light of the above considerations, the nature of any studies which the Committee considers should be undertaken by the Office.

Mr. Shaw said that the proposal in paragraph 39 of the report concerning the possibility of extending the meeting of the Coal Mines Committee by one or two days implied that the Governing Body thought that the resolution of the Miners’ International Federation was an appropriate matter for discussion, and he was therefore opposed to it.

Mr. Rens, Assistant Director-General, thought that this proposal was a logical consequence of the decision which the Governing Body had just adopted on paragraph 38. The actual extension of the length of the meeting would amount to only one day in addition to the number normally provided for meetings of Industrial Committees, since the second day would be gained by using the day normally devoted to visiting industrial establishments.

By 16 votes to 8 the Governing Body authorised the Office to warn Governments, when convening the Fourth Session of the Coal Mines Committee, of the possibility that the session might have to be prolonged in order to allow time for adequate consideration of the problems raised by the resolution of the Miners’ International Federation.

VI. Programme of Meetings.

Agenda for the Fourth Session of the Metal Trades Committee.

The Governing Body adopted the agenda for the Fourth Session of the Metal Trades Committee as follows:

I. General Report, dealing particularly with—
   (a) Action taken in the various countries in the light of the conclusions of the previous sessions;
   (b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee;
   (c) Recent events and developments in the metal trades.

II. Human relations in metal-working plants.

III. Factors affecting productivity in the metal trades.

It was understood that in the study of the factors affecting productivity particular reference would be made to the labour factors.

Agenda for the Fourth Session of the Iron and Steel Committee.

The Governing Body adopted the agenda for the Fourth Session of the Iron and Steel Committee as follows:

I. General Report, dealing particularly with—
   (a) Action taken in the various countries in the light of the conclusions of the previous sessions;
(b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee;
(c) Recent events and developments in the iron and steel industry.

II. Vocational training and promotion in the iron and steel industry.

III. Welfare services in the iron and steel industry.

Agenda for the Second Session of the Advisory Committee on Salaried Employees and Professional Workers.

Mr. Waline noted that one of the items proposed for this agenda was the question of the rights of performers as regards broadcasting, television and the mechanical reproduction of sound, a question which had been under discussion for a number of years and which had been dealt with at the previous session of the Committee on Salaried Employees and Professional Workers by a subcommittee. He did not object to placing this item on the agenda of the Second Session, but he wished to draw attention to the fact that at its last session the Committee had unanimously adopted a resolution recommending that the study of the matter should be pursued in collaboration with the Berne Union and with the other international organisations concerned. The papers submitted by the Office indicated that consultation with the Berne Union and with U.N.E.S.C.O. had been undertaken, although no indication was given of the results. However, in view of the fact that performers' rights affected, besides the rights of authors, those of the manufacturers of records and of broadcasting companies, the Advisory Committee on Salaried Employees and Professional Workers had further recommended that appropriate experts should be consulted in order to clarify this complicated problem, and he did not think that the Office had yet undertaken this consultation. He therefore asked whether it was intended to consult these experts and if so, how, since unless this was done he was afraid that at its next session the Committee might find itself in the same position as before and would not be able to make any further progress.

Mr. Rens, Assistant Director-General, in reply to Mr. Waline, said that so far as the Berne Union was concerned it had been agreed that the I.L.O. should deal with the question as proposed in the report which the Governing Body had before it, while the Berne Union explored other aspects of the same question. The I.L.O. had been invited to be represented on a committee of experts which the Berne Union had set up at its recent meeting in Lisbon; details of the composition of this committee were still awaited, but the Office would submit to the next session of the Governing Body particulars of the invitation and proposals concerning the representation of the I.L.O.

With regard to U.N.E.S.C.O., a number of conversations had taken place at the secretariat level, and it had been agreed that the question should be handled by the I.L.O.

Mr. Tessier, Observer representing the International Federation of Christian Trade Unions, wished to call the Governing Body's attention to the fact that this question had been before the International Labour Organisation since 1926 and would have been dealt with by the International Labour Conference in a first discussion at its 1940 session had that session been held. As it was now proposed that the Advisory Committee on Salaried Employees and Professional Workers should not hold its Second Session until 1951, the question would have been under consideration for a quarter of a century and he hoped that it would be ripe enough for the debates to produce useful results.

Mr. Waline, in reply to Mr. Tessier, recognised that the question had been under discussion for a quarter of a century, but he pointed out that technical progress had advanced at a record rate meanwhile and that the terms of the problem were no longer quite the same; the development of broadcasting, in particular, had complicated it still further.

It was essential that there should be co-ordinated action between the various international organisations concerned, and he was glad to hear from Mr. Rens that U.N.E.S.C.O. was prepared to leave the matter to the I.L.O. and that the Berne Union had invited the I.L.O. to be represented on a committee of experts which it was setting up. He assumed that those experts would not be appointed by the Berne Union alone, and he urged that in selecting...
them regard should be had to the fact that not only the views of performing artistes and of the authors represented by the Berne Union should be taken into account, but also those of gramophone record manufacturers and broadcasting companies.

The Chairman said that Mr. Waline's observations were well-founded and that the Office would take them into consideration in the selection of experts.

The Governing Body decided that the agenda of the Second Session of the Advisory Committee on Salaried Employees and Professional Workers should be as follows:

I. General Report, dealing particularly with—
(a) Action taken in the various countries in the light of the conclusions of the First Session;
(b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee;
(c) Recent events and developments affecting salaried employees and professional workers.

II. General hygiene of workplaces in commerce and offices.

III. Rights of performers as regards broadcasting, television and the mechanical reproduction of sound.

It was agreed that this session should be held at the beginning of 1952 in Geneva.

Mr. Shaw, referring to the programme of meetings in general, said that he had received a letter from Mr. McCormick and from the National Association of Manufacturers drawing attention to the fact that it was becoming increasingly difficult during the present emergency to provide employers' representatives for the very large number of tripartite meetings which were now being held. He asked that the Governing Body should bear this in mind in considering the whole question of meetings.

VII. Proposed Tripartite Conference concerning the Co-ordination of Social Security Schemes for Miners.

Mr. Tennant, as Chairman of the Committee on Industrial Committees, drew attention to the fact that two questions were involved. The first was whether Governments should be consulted in regard to the calling of a tripartite conference to consider the co-ordination of social security schemes for miners. The second was whether the Council of Europe should be consulted before Governments were approached by the Office, in view of the fact that a Committee of Experts of the Council was considering the extension of reciprocal social security arrangements among European countries. With regard to this second point, the Committee had felt that the Governing Body should express a view in the light of the recommendations of the International Organisations Committee concerning relations with the Council of Europe.

Sir Guildhaume Myrddin-Evans asked what would be the next step after Governments had been consulted. Would the question come back to the Governing Body, or would the Director-General assume responsibility for calling the proposed conference?

He was somewhat concerned at the number of conferences which were being called on different subjects, and even on the same subject. The International Labour Conference next June would discuss the whole question of social security in a world context. The Council of Europe was pressing for one or more conferences to discuss social security in a European context, and there was now a further suggestion for a conference to deal with social security for miners. If it was the desire of the Governing Body to accept the Committee's recommendation that Governments should be consulted, he would not object. He hoped, however, that when the replies of Governments were received the question would be thoroughly examined in the Governing Body and, preferably beforehand, in the International Organisations Committee, before any further step was taken.
Mr. Rens, Assistant Director-General, explained that if the Governing Body agreed to the proposal the Office would consult Governments and, in the light of the replies received, would submit further proposals to the Governing Body before any action was taken.

The Office shared Sir Guildhaume’s apprehensions concerning the multiplication of international conferences on the same subject. The International Labour Conference would be dealing with the whole problem of social security and would be able to consider those particular aspects which had been raised by the Miners’ International Federation. He saw no objection to consulting Governments, but the replies would certainly be submitted to the Governing Body.

Mr. Wallin said that it had been understood in the Committee on Industrial Committees that the purpose of consulting the Council of Europe was to ascertain whether it would be useful to consult Governments, and that was why the Committee had specified that it interpreted the request of the Miners’ International Federation as aiming at promoting reciprocal arrangements and not at bringing about a standardisation of social security schemes. The Governments which were members of the Strasbourg Assembly had, however, already given their assent in principle to the Council of Europe with regard to the promotion of reciprocity and the conclusion of bilateral social security agreements, and technical consultations had already begun. He therefore suggested that before approaching Governments the state of this preparatory work should be ascertained, since otherwise the I.L.O. might give the impression that it was trying to take the initiative of proposing a conference on reciprocal social security arrangements a few months after the Council of Europe had already done so and at a time when European experts were already engaged in considering the problem. He had made this proposal not with the object of restricting the activities of the I.L.O. but in order to prevent duplication.

Mr. Rens, Assistant Director-General, thought that the primary responsibility of the I.L.O. was to Governments and to the representatives of employers’ and workers’ organisations. On a question such as that which was now under discussion, which called for Government action, it seemed appropriate that before consulting the Council of Europe the Office should approach the Governments to which it was responsible.

Mr. Wallin explained that the Governing Body was faced with certain facts. A recommendation had been adopted by the Committee of Ministers of the Council of Europe proposing consideration by the Council of Europe of the extension to all European countries of the multilateral Convention drawn up under the Treaty of Brussels. Consequently, any Government, for instance the Belgian Government, which was consulted on the question by the I.L.O. would be embarrassed by such an enquiry because it would have to reply that it was already committed to an examination of the problem through its experts on the Council of Europe. Accordingly, it was not a question of whether consultation should be formal or informal but of finding out how far work in the Council of Europe had advanced before approaching Governments on the proposal made by the Miners’ International Federation.

Mr. Rens, Assistant Director-General, drew attention to the terms of the resolution adopted by the Miners’ International Federation, which invited the I.L.O. “to build a social security scheme on an international basis, permitting the workers, irrespective of nationality or of the country in which contributions have been paid, to obtain sickness benefit and a pension for the whole of the working period”. He thought that the problem had been wrongly presented in the Committee on Industrial Committees as referring solely to the attempts at co-ordination which were currently being made in Europe, whereas the Miners’ International Federation had proposed that the problem should be examined in a universal context.

Accordingly he suggested that the proposal made in the report should be adopted and that not only European Governments but all Governments of coal-producing countries should be consulted on the question raised by the Miners’ International Federation with a view to making further proposals to the Governing Body.

With regard to the question of relations between the I.L.O. and the Council of Europe in this field, he suggested that Mr. Wallin might raise his point in connection with the discussion of relations between the I.L.O. and the Council of Europe and the European Assembly during the consideration of the report of the International Organisations Committee.
The Chairman asked whether, in the light of the explanations given by Mr. Rens, the Governing Body was prepared to adopt the suggestion that the Governments of all coal-producing countries should be consulted with regard to the request of the Miners' International Federation.

Mr. Wallin was prepared to agree if the question were placed in a world context. He had been somewhat surprised at Mr. Rens' statement, however, because in the Committee on Industrial Committees the problem had been presented in terms of a suggestion for a tripartite conference on social security arrangements for miners in European countries only, and it was in that light that he had made his proposal.

Mr. Tennant, as Chairman of the Committee on Industrial Committees, confirmed that discussion in the Committee had been confined to the extension of reciprocity schemes in European countries. The view of the Committee had been that the Office should consult Governments on the desirability of holding a tripartite conference in regard to the extension of social security arrangements for miners in any case, but that it would nevertheless be advisable to consult the Council of Europe beforehand in order to secure full information on the action already being taken.

The Chairman thought that the difficulty would be met if the Office were to consult the Governments of all coal-producing countries; when the replies were received, those from European Governments could be considered separately if necessary.

The Governing Body agreed to this proposal.

VIII. Classification of Artificial and Organic Fibres.

The Governing Body took note of the communications received from the International Chemical Workers' Union of Canada and the International Federation of Christian Factory and Transport Workers protesting against its decision concerning the classification of artificial and organic fibres, taken at its 112th Session, but decided to maintain that decision.

IX. Committee on Work on Plantations.

The Governing Body decided to invite Viet-Nam to be represented by observers at the First Session of the Committee on Work on Plantations, to be held at Bandung from 4 to 16 December 1950.

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

SECOND ITEM ON THE AGENDA

Date, Place and Agenda of the 35th (1952) Session of the International Labour Conference

Date and Place.

The Governing Body decided that the 35th Session of the International Labour Conference should open in Geneva on Wednesday, 4 June 1952.

Agenda.

Sir John Forbes Watson said that the Governing Body had now reached the most important item on its agenda, namely, that of fixing the agenda of the 1952 Session of the Conference and thereby setting in operation the greatest activity of the Office from the standpoint of public appreciation of its work. In the past this had been the subject of great conflict and every point in the agenda had been debated; as a result, a system had been introduced in the Standing Orders under which items were eliminated by successive votes. It was several years since that system had been operated, however, and he hoped it would not be necessary to have recourse to it on the present occasion.

The Governing Body had had before it two documents which were important in the present context, namely, the letter dated 29 December 1948 from the Government of South
Africa and the letter dated 29 April 1949 from the Swiss Government drawing attention to what they regarded as the overloading of the agenda in recent years. The Officers of the Governing Body, to whom this subject had been referred, had not yet been able to deal with it, and indeed he thought that it would never be possible to reach final agreement on it.

The South African Government had in some respects overstated its case by saying that the Office insisted on Governments sending complete delegations to the Conference, comprising two Government delegates and one Workers' and one Employers' delegate or adviser for every item on the agenda, with the result that there would have to be 76 representatives from each of the 50 countries at a Conference comprising between 3,000 and 4,000 persons. In fact, what was really meant by a complete delegation was a delegation of two Government representatives and one Employers' and one Workers' representative. Furthermore, the South African Government had said that the Governing Body fixed the agenda automatically without having regard to items carried over from the previous year, whereas in practice the Governing Body always took note of those items before adding any new ones. The South African Government was, however, absolutely right in its observations on the composition of Conference committees. It was not true to say that if a Government, Employers' or Workers' delegate was not represented in a given committee he could raise his points in the plenary sitting of the Conference, because in practice it was very difficult to intervene on a committee's report at that stage.

Another argument put forward by the South African Government was that of the expense entailed in sending the necessary number of advisers to the Conference. In addition, the Swiss Government had pointed out that all the items on the agenda required preparation not only by the Office but by the Governments and by the Employers' and Workers' organisations, and that this was a further reason why the number of items should be limited.

Turning to the proposals for the 1952 agenda, Sir John Forbes Watson noted that, in addition to the Report of the Director-General and the report on financial and budgetary questions, there would be four subjects carried forward from the 1951 Session of the Conference, for which technical advisers would be necessary, namely, the application of Conventions and Recommendations, holidays with pay in agriculture (second discussion), objectives and minimum standards of social security (second discussion), and co-operation between public authorities and employers' and workers' organisations (second discussion). In addition, at the next session the Governing Body would have to take a decision on the replies of Governments regarding the revision of the Maternity Protection Convention, so that in all there would probably be five committees at the 1952 Session.

He wished in passing to express the view that it was time that more attention was paid to the Committee on the Application of Conventions and Recommendations. The I.L.O. had ploughed up almost the whole soil of social legislation; it had not cultivated much of the land, however, and its reputation depended on the practical results achieved by the Conventions. He had once put before the Governing Body a table, which was now an official document of the Office, showing that the ratification of Conventions was far from satisfactory, and he thought that the time had come when the I.L.O. should take stock of the situation before trying to make further progress. He urged, therefore, that the Committee on the Application of Conventions and Recommendations should be regarded as a most important Committee and he hoped that the Workers' representatives too would take a lively interest in it because they would be letting down the workers in the countries concerned if they did not ensure that ratified Conventions were applied.

Having regard to these considerations, he concluded that there would be four subjects carried forward from the 1951 Session of the Conference, together with the revision of the Maternity Protection Convention, if the Governments so wished, and he considered that this would constitute a sufficiently large agenda. At the 1950 Session of the Conference 52 Governments had been represented, of which 10 had not sent complete delegations, while 16 others had not sent advisers either for the Government or for the Employers' or Workers' representatives. This meant that there were 26 delegations which were not able to deal effectively and on a representative basis with more than one item and, while he did not suggest that all delegations should be represented on all the Committees, he did consider that the agenda should not be so large that almost half of the delegations could hardly be members of the Conference at all.

1 See Minutes of the 108th Session of the Governing Body, Appendix XIII, pp. 143-144.
2 See Minutes of the 109th Session of the Governing Body, Appendix XVII, pp. 159-160.
In conclusion, he wished to make an observation relating to the Director-General's Report, the discussion of which, although it had long been a leading feature of the Conference, was a series of set speeches rather than a real debate. In this connection he recalled that the Swiss Government, which was not a member of the Governing Body, had suggested that the Conference should have before it every year a report from the Governing Body. That suggestion had been rejected by the Conference and he did not wish to reopen the matter, although he himself felt that any democratic organisation to which power was delegated should be prepared to give an account of its stewardship. He did suggest, however, that the Director-General might consider including in his Report, or in an appendix to it, a list of the principal decisions taken by the Governing Body, together with an outline of the questions likely to arise in the future, in order that a committee of the Conference might have the opportunity of discussing helpfully the policies which the Governing Body directed. He felt that it was only right that the Director-General's Report should give some account of the heavy responsibilities carried by the Governing Body and of the problems which confronted it. This would be one way of overcoming the lack of understanding which appeared to exist between members of the Conference and the Governing Body and of enabling the Conference to make some contribution to the discussion of major problems such as technical assistance and manpower. He therefore suggested that the Director-General might consider the possibility of including in his Report a section along the lines he had indicated.

The Chairman thought that the Governing Body might take note without further discussion that the agenda would necessarily include the three points specified in paragraph 3 of the document, and that the three subjects mentioned in paragraph 4 would probably be carried forward from the 34th Session. He suggested that the items mentioned in paragraphs 5, 8, 9 and ii of the report should be discussed together, since it was a question of choosing between them.

Mr. Møri said that since reference had been made to the letter addressed to the Director-General by the Federal Office of Industry, Arts and Crafts and Labour on behalf of the Swiss Government, he wished to dissociate himself from most of the considerations put forward in that letter. As he had pointed out on previous occasions, there were various methods of slowing down the work of the Organisation. One of these was to limit the size of the agenda of the International Labour Conference, since this resulted in an appreciable limitation of the substantive work of the Organisation. It was natural that the Employers' group should try to delay action as long as possible, since their function in the machinery of the Organisation was that of a brake, but he regretted that the Swiss Government should feel obliged to support the Employers in this attitude.

He had recently written an article in the Revue syndicale suisse (Swiss Trade Union Review) in which he criticised this attitude on the part of the present Swiss Government. There had been a time when the federal Government had been in the vanguard of the movement for international labour legislation, and it had been partly responsible for the establishment of the International Labour Organisation, but this seemed to have been entirely forgotten by the present federal authorities.

There were also other methods of slowing down the work of the Organisation. One of these was to require the Governing Body to submit a report to the International Labour Conference, since it was clear that if in addition to the Report of the Director-General a second report on the work of the Governing Body had to be discussed, the time available for discussing the practical problems with which the workers were concerned would be considerably reduced. Another such method was to take too severe an attitude towards those Governments which ratified Conventions but did not apply them in every particular; this was a tendency shown by certain Governments which perhaps did not themselves show any great inclination to ratify Conventions.

The fact that I.L.O. documents were seldom translated into German, and that the translation of the Conventions adopted by the Conference was not available until much later, meant that in a large part of Switzerland the workers were ignorant of the work of the Organisation, and if the people of the various countries had not a clear picture of the work of the I.L.O. in their own language it was more difficult to persuade them of the necessity of supporting that work. Nevertheless the Swiss workers, whether German-speaking, Italian-speaking or French-speaking, fully supported the International Labour Organisation,
and he wished to place on record the fact that they did not in any way agree with the views expressed by the federal Government.

However, he did not wish to settle his differences with the Swiss Government in the Governing Body, of which that Government, to his regret, was not a member. He hoped that Switzerland would one day find a place on the Governing Body, but he did not think that it would increase its chances of election by acting as a brake on the activities of the Organisation.

With regard to the agenda for the 1952 Session of the Conference, he wished to reaffirm the position taken on previous occasions by the Workers’ group, namely, that the agenda should include the main questions which were of concern to the world of labour. The Workers had constantly pointed out that it was not for the Governing Body to determine what those questions were; they arose automatically and neither the Office nor the Governing Body could ignore them even if they might sometimes wish to do so. In consequence, he did not consider that the agenda as proposed in the document was too large, and he supported those proposals fully.

Mr. Chapco wished to reply to the criticism which had come from the Workers’ group, and particularly from Mr. Möri, namely, that one of the ways of preventing the progress of the I.L.O. was to limit the number of items on the agenda of the Conference. Personally, he thought that it was better to advance slowly and steadily and to have time to deal with the various questions thoroughly.

He wished in particular to call attention to the situation of the small and medium-sized countries like his own. These countries could not honestly say that they were able to give adequate attention to all the items on the agenda of each Conference. The American countries, which in spite of the criticism of the workers followed the work of the United Nations and the specialised agencies with faith and enthusiasm, were opposed to the establishment of new specialised agencies, simply because they had neither the personnel nor the money to maintain them. The International Labour Organisation had always done good work and had been the most responsible of all the international organisations. If this was to continue, however, it was essential that there should not be too many items on the agenda of the Conference. At the last session of the Conference, Mexico had been one of the countries which had sent only Government delegates. It was quite enough to ask the ten countries concerned to send a complete delegation consisting of two Government representatives and one Workers’ and one Employers’ representative, and the very most that could be hoped would be for each delegate to be accompanied by an adviser. He knew from experience, however, that a delegation of this size was not sufficient for representation on all the committees and, as a result, the country concerned was not represented on committees dealing with highly important subjects. Furthermore, he thought that the effectiveness of the Organisation was suffering because there were no general debates in plenary sitting, except on the Report of the Director-General, which, as had already been pointed out, was more in the nature of a series of set speeches.

Among the items proposed for inclusion in the agenda of the 1952 Session the question of reports and information, on the application of Conventions and Recommendations was of the greatest importance in view of the fact that some countries which sent representatives to the Conference to discuss Conventions and Recommendations failed to ratify or approve them afterwards. There were also the questions of freedom of association, social security and of holidays with pay in agriculture, in all of which his country was interested and which represented important problems for the workers. There were thus, in addition to the Director-General’s Report, four questions for which technical advisers would be necessary.

In addition to these items, three further questions were proposed. With regard to the protection of the health of workers in dangerous trades, provisions on this subject were included in the Mexican Safety Code, and he thought also that there was probably legislation in every country on the regulation of the employment of young persons in underground work in coal mines. The question of the reduction of working hours, however, was a difficult one for a young country like his own. He could accept one, or at the most two, of these additional subjects for the agenda, but to accept them all would merely mean overloading the agenda with questions for the discussion of which there would not be a sufficient number of delegates.

Mr. Wynes said that although Australia was a relatively small country all the members of the Governing Body were aware of the great interest which it had always taken in the work of the I.L.O. He therefore hoped that he would not be accused of impeding the work
of the Organisation if he referred to the long-standing policy of the Australian Government of insisting that the agenda be limited to a number of items to which full and adequate consideration could be given. Because Australia was a small country and far distant from Geneva, it was difficult for it to send large delegations to the Conference, in spite of his Government's desire that its views on the various items should receive adequate consideration. In these circumstances, the Australian Government considered that of the new items suggested only one should be included, namely, the protection of the health of workers in dangerous trades. He was prepared to support the inclusion of that item if the Governing Body so desired, but he could not accept the item concerning the reduction of working hours, nor that of the regulation of the employment of young persons in underground work in coal mines, nor yet the proposed declaration of the rights of the worker. His Government had no particular view on the revision of the Hours of Work (Coal Mines) Convention, but he repeated that only one new question should be added to those carried over from the previous session.

Mr. Menon said that he agreed with the views expressed by members of the Employers' group and other speakers, since India was faced with similar problems. The Conference must have a manageable agenda, in other words, one which would permit the delegates from each country to take a fully effective part in the discussion of the various items and to be represented on almost all the committees, in which the main work of the Conference was done. The agenda should therefore comprise as modest a number of items as possible, since India could not afford to send a larger delegation than that sent to the 1950 Session, which had only just been adequate because the agenda had not been a particularly long one.

The question of priority therefore arose, and he suggested that the item concerning the rights of the workers should not have priority over the relatively more urgent problem of the protection of the health of workers in dangerous trades. Furthermore, while the reduction of hours of work as a consequence of rising labour productivity might be important for certain countries, there was already a Convention which had been adopted in 1935 and which had so far been implemented by only one country, although some others might perhaps have adopted its standards. He thought that the Governing Body would agree that, while no item on the agenda could be acceptable to every country, only such items as might be acceptable to a fairly large number of countries should be included since otherwise any draft Convention adopted would not be ratified.

If, bearing in mind the problem of keeping the agenda within the limits of the capacity of the delegations to deal with it, the Governing Body considered that two new items could be added, he would have no objection to accepting the protection of the health of workers in dangerous trades and also the regulation of the employment of young persons in underground work in coal mines. Personally, however, he was of the opinion that one new item would be sufficient in addition to the customary items and those carried forward from the previous session, and he suggested that this should be the protection of the health of workers in dangerous trades.

Mr. Roberts could not accept the implication in the speeches of the Government and Employers' members that the agenda must be conditioned by the number of delegates who could be sent to the Conference. If this argument were to be carried to its logical conclusion, it would mean that if countries could send only a full tripartite delegation without any advisers there should be only one item on the agenda; it might even lead to the abolition of all the technical committees and even of the Conference itself.

The International Labour Organisation was established to meet the needs of the workers throughout the world, and those needs were being ignored. It was argued by many countries that they could not afford to send full delegations, but if they did not do so they would realise sooner or later that this was to their own detriment.

The Workers' group considered that there should be as many items on the agenda as it was humanly possible to deal with adequately. They agreed that the agenda might be too big, but they were also convinced that it could be too small. When the workers realised that, apart from the regular items, there would be only one or two substantive items on the agenda and that many questions of urgency and importance would not be dealt with, they would conclude that the Organisation was useless.

Mr. Gemmill agreed with Sir John Forbes Watson that the terms of the letter from the South African Government were somewhat exaggerated. Nevertheless, it was a fact that a full delegation of two Government delegates and one Employers' and one Workers'
delegate was not sufficient to handle the business of the Conference. It was impossible for a small country like South Africa to afford to send five or six advisers for every delegate, with the result that the big countries, which had delegations capable of handling all the items on the agenda, were at a great advantage.

In reply to the remarks made by Mr. Roberts, he questioned the usefulness of putting too many items on the agenda of the Conference and merely giving the illusion that they were being dealt with in a satisfactory manner. The result was that ill-digested resolutions and Conventions were produced which were subsequently ignored. He therefore strongly supported Sir John's opinion that the items which would be carried forward from the previous session would provide a large enough agenda for the 1952 Session of the Conference.

Mr. Zempel thought that it was obvious that the agenda should not be so heavy as to prevent full and effective work from being done, not merely from the standpoint of the delegations but also from the standpoint of the Office, which had many other programmes to carry out. The question was that of deciding how many additional items could be added to the agenda over and above those which would automatically be carried forward. The questions of holidays with pay in agriculture, objectives and minimum standards of social security and industrial relations would be automatically carried forward, and he understood that a place should be kept on the agenda for the revision of the Maternity Protection Convention, on which final action would be taken at the next session of the Governing Body.

With regard to the protection of the health of workers in dangerous trades he suggested that, as the Office's approach to its work in the field of industrial safety and health was about to be considered by an ad hoc committee, the Governing Body might well delay its final decision as to whether this item should be added to the agenda of the 1952 Session of the Conference until the conclusions of the committee were available. He thought that the regulation of the employment of young persons in underground work in coal mines was a very suitable subject for inclusion in the Conference agenda. He wished to know, however, whether the Office thought that it was really feasible for the Coal Mines Committee to act as a preparatory technical conference on this item in view of the large agenda which had already been set for that Committee; if not, it should be placed on the agenda of the Conference for double discussion.

He suggested that when the Governing Body had before it the replies to the questions he had raised in connection with these various items it might be in a better position to decide which of them should be added to the agenda.

Mr. Jouhaux said that to those militant trade union leaders who were closely concerned with social action and bore heavy practical responsibilities it seemed as if the International Labour Office was now ten years behind the times in regard to the development of ideas and of events. The Governing Body was attempting to deal with a situation of international social unrest, which was fraught with danger both for the present and for the future, in terms of the possibilities of the Office and of problems of representation and their financial consequences.

It was quite true that the I.L.O. had adopted Conventions which were not all perfect and which had not all been ratified. Against these imperfections, however, should be weighed the influence which the I.L.O. had gained among the masses of the people, and that was an advantage which it should endeavour to consolidate and develop.

The problems which arose were inherent in the normal development of human affairs and resulted from existing conditions, and the agenda of the Conference would certainly be very much more overloaded than at present if an attempt were to be made to meet them all. There was much talk of propaganda against the development of ideas and against a situation which was a danger to liberty, but if the workers and the people in general believed that they were merely being asked to defend a state of continued poverty they were bound to give way to scepticism and confusion, which were powerful arguments in the hands of the enemies of the existing order. It was playing into their hands to discuss the agenda of the International Labour Conference in terms of its financial consequences. The cost of the social reforms which were demanded was small in comparison with the expenditure on armaments, and it was essential to give the masses of the workers renewed confidence and to convince them that their interests were being defended.

It should not be forgotten that the I.L.O. made its influence felt not only through the legislative changes resulting from the adoption of international labour Conventions but also through propaganda, which embodied the hopes of the masses. It was this latter influence
which was of primary concern to the Governing Body, and therefore it was wrong for the Governing Body to confine its discussion to the question whether the agenda was such as to permit of an exhaustive examination of all the items and the adoption of Conventions which could immediately be applied.

It was because they were constantly sounding the alarm on this point that he and those who shared his views were regarded as traitors in some quarters. They would continue to face their responsibilities, but asked that their efforts should not be frustrated by those on whose side they were fighting. If the members of the Governing Body were to face the facts of the situation squarely they would recognise that it was essential to give satisfaction to the workers if the disaster which threatened not only the International Labour Organisation but humanity itself were to be averted.

Mr. Stafforini spoke in Spanish.

The Chairman said that as the Officers of the Governing Body were obliged to hold a meeting he would ask a member of the Governing Body to take the chair during the translation of Mr. Stafforini’s speech. It would be understood that the sitting would be closed immediately after the translation and the discussion adjourned to the following morning.

After a short discussion in which Sir John Forbes Watson, Mr. Stafforini and Mr. Ibáñez took part, the Governing Body agreed to this procedure and the Chairman invited Mr. Ugarteche, representative of the Government of Peru, to take the Chair for the remainder of the sitting.

Mr. Ugarteche took the Chair.

Mr. Stafforini said that his Government was profoundly convinced that at the present time Governments as well as employers’ and workers’ organisations carried a solemn responsibility to secure a peaceful and harmonious settlement in the world, and that this could only be based on a policy of social justice. He agreed with Mr. Jouhaux that this was a time of social danger when every effort and every sacrifice should be made to meet that responsibility. The particular responsibility of the I.L.O. was to take the lead in social progress, and the Organisation must not transform itself into a retarding factor. Hence he was surprised to hear the view expressed in the Governing Body that the Organisation should confine its activities within the limits of the money which States could afford to spend on sending delegations to the Conference. If this policy were to be pursued in spite of the present rate of social development, the Organisation would find itself in the year 2000 still trying to solve the problems of 1950. In order to meet the demands of the times, resources should be adjusted to needs and not needs to resources. Moreover, if the nations really had faith in the international organisations and in the value of their future work they would regard the amount which they were required to spend upon them as insignificant.

Although, therefore, the Argentine Government was not in a better financial position than other Governments, he promised that it would make every effort to send a delegation large enough to deal with all the questions which needed to be brought before the International Labour Conference in the present circumstances.

In determining the agenda of the Conference it was clear that priorities must be observed, although he thought that once the Office had reviewed the problems and had made recommendations on the subject the Governing Body should not postpone important items for trivial reasons. Nevertheless, he wished to state his own preference and to refer in this connection to the Latin American proposal concerning a declaration of the rights of the worker. He believed that this proposal was much more important than some of the members of the Governing Body seemed to think, and he congratulated the Office, which had at first underrated its importance, on having now submitted a document which put forward so clearly the arguments in favour of taking this important step forward in the field of social progress. He believed that the time had come to supplement in other ways the Conference’s work of drawing up international labour Conventions. It was in order to make it possible to deal with urgent problems more speedily that he had put forward a proposal concerning the setting up of national committees which would keep in constant touch with the I.L.O. and would promote its work at the national level. Furthermore, he thought that in addition to adopting Conventions and Recommendations it was the responsibility of the International Labour Organisation to lay down the general principles on which social legislation should be based. The American States which had attended the Montevideo Conference had unani-
mously expressed the opinion that these principles and the rights of the workers should be clearly formulated. He was convinced that the formulation of a declaration of the rights of the worker could not be postponed much longer, not only for the reasons he had given but also because the Regional Conference of American States Members of the Organisation had requested the Governing Body, by a unanimous resolution, to place the question on the agenda of a future session of the Conference. A declaration of this kind adopted by an organisation such as the I.L.O. would have wide repercussions throughout the world and would be greatly appreciated by organised labour, which needed an international document setting forth the rights deriving from work. While such a declaration would not be a binding instrument, neither would it be a mere expression of pious hopes, because it would be backed by the united opinion of men of goodwill and a high conception of social justice.

He reminded the Governing Body that ever since 1948 he had been advocating the adoption of a declaration of the rights of the worker and he would continue to do so until he had convinced the other members of the Governing Body, because he was confident in the justice of his cause.

It had been argued that the United Nations was preparing a Covenant on Human Rights, which included social and economic clauses in the drafting of which the I.L.O. would be invited to co-operate. But if the I.L.O., which was the specialised agency responsible for defining the rights of the workers, did not itself draw up a declaration of these rights and waited for the United Nations to invite it to collaborate in an initiative which the United Nations itself had undertaken, how could the International Labour Organisation defend its jurisdiction in the matters which were within its proper field? Moreover, if the United Nations Covenant did succeed in laying down social and economic provisions, these would be of a very general nature deriving from the rights of man and not from the rights of the worker as the Latin American States had proposed. He considered that the proposed international declaration of the rights of the worker was quite compatible with the proposed United Nations Covenant. Having regard to the importance of this proposal, which was supported by all the American States and was a means by which all the countries fighting for freedom and democracy could demonstrate the importance they attached to the dignity of the individual, he urged that this opportunity should not be missed and that tribute should be paid to the Latin American countries for having initiated this proposal.

*The debate was adjourned to the next sitting.*

The sitting closed at 6.55 p.m.

L.-E. Troclet.
MINUTES OF THE SEVENTH SITTING

(Saturday, 25 November 1950—10.10 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Troclet.

Mr. Ago, Mr. Bengough, Mr. Brull, Mr. Chapa, Mr. Calheiros Lopes, Mr. Delaney, Mr. Fafchamps, Mr. Fennema, Mr. Finet, Sir John Forbes Watson, Mr. Gemmill (later replaced by Mr. O'Brien), Mr. Goulet (replaced during part of the sitting by Mr. Berlis), Mr. Ibáñez, Mr. Jouhaux, Mr. Koch, Mr. Master, Mr. Menon, Mr. Monk, Sir Guildhaume Myrddin-Evans, Mr. Nordahl, Mr. Ramadier, Mr. Roberts, Mr. de Souza Bandeira, Mr. Shaw, Mr. Stafforini, Mr. Sur, Mr. Tuan, Mr. Ugarteche, Mr. Waline, Mr. Wynes, Mr. Zempel.

Absent: Mr. Altman.

SECOND ITEM ON THE AGENDA

Date, Place and Agenda of the 35th (1952) Session of the International Labour Conference (continued)

Agenda (continued).

Sir John Forbes Watson suggested that members of the Government group should express their views as to the number of items to be included in the agenda, as the Workers' group and several members of the Employers' group had already done so.

There would automatically be four items on the agenda as a result of the previous work of the Conference, and it was virtually certain that the revision of the Maternity Protection Convention would also be included. He considered that that was enough, but the Governing Body had before it five other subjects among which a choice had to be made. He hoped that it might be possible to avoid applying the complicated voting system provided by the Standing Orders, and he personally was prepared to compromise. In that spirit he would agree to add to the agenda of the Conference the question of the protection of the health of workers in dangerous trades.

Sir Guildhaume Myrddin-Evans thought that some account must be taken of the views expressed, in particular by the Governments of the Union of South Africa and of Switzerland, with regard to the necessity for reducing the size of the agenda of sessions of the Conference. These views were shared by a number of Governments, and he therefore thought that some consideration should be given to the total size of the agenda. That should not, in his opinion, be a determining factor if there were urgent questions which demanded attention, but nevertheless care should be taken not to overload the agenda unnecessarily.

With regard to the agenda for the 35th Session of the Conference, the questions of holidays with pay in agriculture and objectives and minimum standards of social security would certainly come up for second discussion. Furthermore, it was almost inevitable that there would also be a second discussion on certain aspects of the subject of industrial relations. In addition to the permanent items on the agenda, therefore, that would make three subjects before the Conference. To these should be added the probable revision of the Maternity Protection Convention, since no objection to this had been raised in the course of the discussion.

In addition, the Governing Body still had before it five items for consideration, namely, the protection of the health of workers in dangerous trades, reduction of hours of work as a consequence of rising labour productivity, regulation of the employment of young persons in underground work in coal mines, a proposed international declaration of the rights of the worker, and, lastly, revision of the Convention on hours of work in coal mines, a question which was dealt with in the Fourth Supplementary Report of the Director-General.
By a process of elimination the United Kingdom Government considered that it would not be opportune to place on the agenda of the Conference, with a view to international regulations, the question of the reduction of working hours as a consequence of rising labour productivity. He believed that a proposal might be made to the Governing Body for dealing with this question in another way.

Similarly, the United Kingdom Government would not be able to agree to considering the revision of the Convention concerning hours of work in coal mines. Although this Convention might need revision, to judge by the replies of Governments to the questionnaire sent out by the Office the present time was not opportune to embark on that procedure. To try to legislate at the present stage with regard to hours of work in coal mines with a view to some uncertain future would be merely a waste of time.

The United Kingdom Government had a great deal of sympathy with the proposal made by Mr. Stafforini that an attempt should be made to draw up a declaration of the rights of the worker, but here again it was felt that the question might be considered at a later date. Certain principles had already been laid down in the Constitution of the I.L.O. and the Declaration of Philadelphia, in the United Nations Charter and in the Declaration of Human Rights; the United Nations was now engaged on drawing up a Human Rights Covenant and a similar Covenant had just been established by the Council of Europe. Until some experience had been obtained of the results of these various declarations it would be undesirable to try to draw up yet another, whether it be a declaration of the rights of the worker, of elderly persons or of juveniles. In so far as the existing declarations needed to be supplemented, he thought that the right way to do this was by means of international regulations drawn up by the United Nations, by the other specialised agencies or by the I.L.O. in the form of Recommendations or Conventions. Without rejecting the Argentine Government's proposal, therefore, the United Kingdom Government considered that examination of the action to be taken upon it should be postponed for the time being.

With regard to the remaining two items, namely, protection of the health of workers in dangerous trades and regulation of the employment of young persons in underground work in coal mines, he thought that the Governing Body was not able, in the light of the information at present before it, to form any clear idea of the objects to which any proposed international regulations would be directed. He recognised that it would have been difficult for the Office to give the Governing Body any more direct guidance on these points; until more precise information was available on the objects in view, however, he did not think that very much would be achieved by putting these two items on the agenda.

Nevertheless, he recognised the desire in certain sections of the Governing Body that these items should form the object of international regulations, and he thought that without overloading the agenda one of these subjects might be accepted. It had not been possible to measure from the debate the weight of opinion in favour of one or other of these two items, but he thought that the majority of the members of the Governing Body would favour the protection of the health of workers in dangerous trades. The Office had suggested that a meeting of the Correspondence Committee on Industrial Hygiene might be called early in 1951 to give preliminary examination to this matter. He wished to suggest as an alternative that the Committee set up by the Governing Body to consider the work of the Office in the fields of industrial safety and health, which was to meet in December, should be asked to define precisely for the consideration of the Governing Body the aspects of the subject of the protection of the health of workers in dangerous trades to which international regulations should be directed. The Governing Body could then accept this item for inclusion in the agenda of the 1952 Session of the Conference with a view to international regulations, subject to a precise definition by the Committee in question of the particular aspects of the problem which should be taken into account.

With regard to the question of the regulation of the employment of young persons in underground work in coal mines, the objective to be aimed at by the international regulations was again not very clear. When an item was placed on the agenda for double or single discussion it was assumed that the intention was to prepare international regulations on the subject. He wished, however, to suggest an alternative procedure, namely, that the question of the regulation of the employment of young persons in underground work in coal mines might be put on the agenda of the 1952 Session of the Conference for the purpose of general discussion; if, as a result of that consideration in 1952, it appeared that the Conference could profitably proceed to draft international regulations on the subject, the 1952 discussion could be regarded as a first discussion, and a final discussion be held in 1953. A precedent for this procedure existed in regard to the question of freedom of association, which had
been placed on the agenda of the 1947 Session of the Conference without any preconceived ideas concerning the further procedure. Two Conventions had subsequently been adopted and other Conventions or Recommendations were probable.

If the Governing Body were prepared to accept his suggestions he thought that the balloting procedure, which all members dreaded, might be avoided.

Mr. Ugarteche said that the Peruvian Government warmly supported the suggestion of the Montevideo Conference that the question of an international declaration of the rights of the worker should be placed on the agenda of the International Labour Conference. He thought that the Governing Body ought to give effect to a resolution which was based on such sound arguments and which had been passed by a Conference comprising one-third of the States Members of the I.L.O.

The history of the Latin American countries demonstrated the value of declarations of principle; the French Declaration of the Rights of Man, for instance, had been one of the determining factors in the emancipation of the Latin American countries.

The International Labour Office should spare no effort to maintain its position in the vanguard of social progress, and it should not wait for other organisations to take action but should assume the duty of drawing up a declaration of the rights of the worker which should be widely publicised in all circles.

Mr. Roberts wished to state briefly the attitude of the Workers towards the agenda of the 35th Session of the Conference.

In general, the Workers thought that the agenda of Conference sessions should not be determined by the views of the Governments nor by the size of the delegations.

His group supported the position taken by Sir Guildhaume Myrddin-Evans in regard to the declaration of the rights of the worker. While it was true that certain declarations had been very useful, there was a tendency to draft some on which no action was taken. For the time being the declarations which had already been made might be regarded as sufficient. There was still much to be done before the Declaration of Philadelphia was generally applied.

He was in favour of placing on the agenda, in addition to the revision of the Maternity Protection Convention, the questions of the protection of the health of workers in dangerous trades and the regulation of the employment of young persons in underground work in coal mines, on the understanding that in regard to this latter item the question of whether the single discussion or the double discussion procedure should be applied remained open. With regard to the reduction of working hours as a consequence of rising labour productivity, he suggested that this might be dealt with in the Director-General's Report so that the Conference might have an opportunity of holding a general discussion on a question on which it was not opportune at the present time to consider the adoption of international regulations.

Sir John Forbes Watson thanked Mr. Roberts for the constructive way in which he had approached the problem.

He himself had very definite ideas with regard to the size of the agenda of sessions of the Conference. At the last session the delegations of half of the States represented at the Conference had not had enough representatives to take part in the work of more than one committee; in some cases no technical advisers were available. In these circumstances he had difficulty in contemplating the inclusion in the agenda, in addition to the permanent items and the items which would be carried over from the previous session, of more than one new question, which he had suggested should be the protection of the health of workers in dangerous trades.

With regard to the regulation of the employment of young persons in underground work in coal mines, he suggested that, in view of the technical character of this question, it might be considered in the first instance by the Coal Mines Committee with a view to defining its scope. The Governing Body would then be called upon at a later stage to consider whether this item should be placed on the agenda of the International Labour Conference in some concrete form. He hoped that this proposal would be acceptable because he could not associate himself with the adoption of an agenda which he regarded as overloaded.

Mr. Ramadier supported the views expressed with regard to the question of the reduction of hours of work, and agreed that this problem might be taken up at a more favourable moment. However, even though the 1935 Convention on the 40-hour week had been ratified
by only one country, most countries had gone beyond the position resulting from the adoption of the eight-hour day Convention, either by national legislation or by collective agreements. Hence, it would doubtless be necessary in the fairly near future to draw up international regulations on hours of work to amend the Forty-Hour Week Convention, while taking account of the progress made. In the light of these considerations he supported the suggestion that the Director-General should be asked to deal with this question in his Report to the 1952 Session of the Conference, so that the Conference might have the opportunity of holding a general discussion upon it.

With regard to the proposed declaration of the rights of the worker, a text of this kind would not be a new departure but would simply improve upon the declarations of principle which had already been adopted and were widely known. He thought that in such matters there should be a review of ideas from time to time, and the resolution of the Montevideo Conference should therefore be taken seriously into consideration. On the other hand, however, as was stated in the report of the International Organisations Committee, the United Nations had decided to supplement the Human Rights Declaration by defining certain points more closely in a Covenant which would include provisions concerning the rights of the worker. There was a proposal before the Governing Body that the I.L.O. should collaborate with the Economic and Social Council through a tripartite delegation in laying the groundwork for this Covenant. The Committee responsible for drafting the Covenant for submission to the United Nations General Assembly in 1951 would have to reconsider all the matters which had been included in previous declarations with a view to arriving at a pact laying definite obligations on the various States.

In these circumstances the I.L.O. delegation to the United Nations Committee might be asked to consider at one and the same time both the recommendations of the Montevideo Conference and the proposals which should be made to the United Nations. A large number of the points to which the Latin American members of the Governing Body attached importance would, no doubt, be included in the United Nations text, but when the Assembly had drafted the proposed Human Rights Covenant the Governing Body would be able to consider whether certain matters which had not been included in it should be incorporated in a special I.L.O. declaration. He did not think that this procedure would delay consideration of the question.

Accordingly he proposed that the Governing Body should refer to its delegation to the Human Rights Committee the proposals of the Montevideo Conference in order that they might be fully taken into account, and that a report should be laid before the Governing Body in due course indicating any points which had not been included by the United Nations and which might be dealt with by the I.L.O.

Mr. Jouhaux supported the views expressed by Mr. Roberts on behalf of the Workers' group, but he wished to refer more particularly to the question of the reduction of working hours as a consequence of rising labour productivity. He did not think that the uneasiness which existed among the workers, particularly in France, would be allayed by a decision to submit the matter to the Conference for discussion in connection with the Director-General's Report. The Workers held the view that, as productivity increased, consideration should be given to providing a counterpart in social benefits to the workers. Therefore a decision was required and not merely a general discussion. Failing any progress in that direction, he was afraid that the increase in productivity would be checked by the justified reactions of the workers.

Mr. Waline said that the question of increased productivity was one of great topical importance, and therefore he did not object to its being discussed in connection with the Director-General's Report, since that would permit of an exchange of views which might lead to a clearer definition of the problem. He pointed out that the French National Assembly had refused to include the word "productivity" in a bill because its meaning was not clear. There was a distinction to be drawn between production and productivity, but if the latter term was taken to mean output per man-hour and compared with the output per working unit at different times in the past, he thought that there was no justification for establishing a direct relation between productivity and the reduction of hours of work.

He recalled that the question of reduction of hours of work had been dealt with by the I.L.O. on two separate occasions. In 1919 the argument was that the effort required of the workers should be restricted and that what might be described as an upper limit to fatigue and a lower limit to leisure ought to be established; this was a logical argument
and had led to the adoption of a Convention. In 1938 the I.L.O. had endeavoured, with somewhat unsatisfactory results, to reduce hours of work internationally in consequence of unemployment. Whether this was the best possible approach to the problem was an open question, but in any case the problem itself was a legitimate subject of anxiety.

On the other hand, he thought that it would be a mistake to contemplate reducing working hours because, as a result of improvements in plant, in the organisation of work and in the efforts of the workers which had had favourable results in certain industries, some labour had been displaced which could in fact be employed elsewhere. Looking at the problem as a whole, it was clear that in many countries there was no unemployment at the present time, and it was therefore difficult to see the need for reducing hours of work in consequence of increased productivity.

Sir Guildhaume Myrddin-Evans said that although divergent views were invariably expressed in the Governing Body in the discussion of the Conference agenda it was generally possible, thanks to the conciliatory attitude of the various members, to avoid taking a series of votes.

Personally, he was prepared to accept the suggestion which Mr. Roberts had made for dealing with the question of the reduction of working hours, and also Mr. Ramadier's suggestion concerning the question of a declaration of the rights of the worker.

If the proposals for dealing with these two questions were acceptable to the Governing Body, there would remain only the question of the regulation of the employment of young persons in underground work in coal mines. In this connection he himself had made a suggestion which had been accepted by Mr. Roberts but opposed by Sir John Forbes Watson. He therefore asked Sir John whether he felt able to modify his position on this point, or at least not to press his suggestion to a vote.

Sir John Forbes Watson still thought that it would be preferable to submit the matter in the first place to the Coal Mines Committee, but he would not press his proposal because the coal mining industry in Great Britain was now nationalised and it might be that his own experience on these questions was out of date.

The Governing Body seemed to be coming to an agreement that the agenda should include seven questions, including the application of Conventions. He felt bound to dissociate himself from an agenda of that length because it would be difficult to deal with it adequately, and in particular to secure the necessary number of technical advisers. In this matter, moreover, he relied on the support of the Trades Union Congress.

While, therefore, he could not associate himself with so large an agenda, he would not insist upon the strict application of the Standing Orders with regard to the vote.

Mr. Jouhaux was sorry that employers and workers, especially in France, continued to differ on the question of the reduction of hours of work; this had had serious consequences both before 1914 and after 1920 and was liable to have equally serious consequences in the future.

No one would attempt to deny that there was a difference between production and productivity, but it was obvious that if productivity increased there would necessarily be a consequent increase in production. This might be advantageous or even necessary in some industries, particularly in view of the present international situation, while being undesirable in other industries which were nevertheless important so far as the improvement of the standard of living was concerned. The danger was that a situation would arise in the various countries for the solution of which there was no international guidance. What would then happen, as it had happened in the past, was that countries where organised labour was strong would be afraid of finding themselves at a disadvantage in relation to countries in which it was less strong, at the very time when a period of danger was beginning.

It was true that there was no general unemployment in France, but it could not be denied that there was some partial unemployment in a number of industries. For instance, as Mr. Ramadier could confirm, if it had not been for recent developments in the international situation, it would have been necessary to lay some French miners off work for a period of several weeks. Such a situation might recur in the future, and it could therefore not be denied that there was uneasiness among the workers.

It has been argued that some part of the labour force could be transferred from one industry to another, but this was merely a theoretical possibility which had not proved practicable in France. He emphasised in particular that imported labour, and especially
workers from Italy, had refused to be transferred and had had to be kept in the industries and at the places for which they had been engaged. There were thus practical difficulties for which a solution must be found.

For these reasons, therefore, while supporting the attitude of the Workers' group as indicated by Mr. Roberts, he had felt bound to point out the difficulties which had arisen in the past and which would arise again in the future.

Mr. Ugarteche supported Mr. Ramadier's proposal, although he regretted that in so important a matter the I.L.O. was prepared to await the results of the work of other organisations.

Mr. Stafforini noted that two kinds of observations had been made in the course of the debate on the declaration of the rights of the worker.

Sir Guildhaume Myrddin-Evans and Mr. Roberts had emphasised that there was already a series of important international documents the objectives of which were more or less similar to those to which a declaration of the rights of the worker would be directed. He pointed out that the Montevideo Conference had taken account of this situation, being aware that both the Constitution of the I.L.O. and the Declaration of Philadelphia constituted a profession of faith in social justice and social law. These two documents, however, were essentially intended to define the objectives of the International Labour Organisation and to guide its action. While it was true that the international declaration of the rights of the worker suggested by the Montevideo Conference would be based on principles similar to those underlying the Philadelphia Declaration, the objectives in the two cases would be quite different. The Declaration of Philadelphia was addressed to the International Labour Organisation and to Governments with a view to defining the aims and programmes of the I.L.O., whereas the purpose of the declaration of the rights of the worker would be to define for the benefit of the whole world the rights to which man is entitled by reason of the contribution made by his work to social progress. Both documents must obviously be based on the principles underlying contemporary social doctrine, but this identity of principles should not lead to a false identity in the nature of the two documents. If he had left unanswered the arguments put forward in the course of the debate, the impression might have been created that the initiative taken by the American States at the Montevideo Conference was lacking in logic and common sense, whereas in fact, in asking the Governing Body to place on the agenda of the Conference the preparation of a declaration of the rights of the worker, the Montevideo Conference had taken fully into account the existence of the I.L.O. Constitution and of the Philadelphia Declaration.

He pointed out that it was wrong to refer to the proposal as a suggestion of the Argentine Government, because it was a proposal unanimously adopted by the American States which had attended the Regional Conference at Montevideo. From this point of view he thought that Mr. Ramadier's proposal was a very fair one.

It had been argued that the United Nations had under consideration a series of questions which had some aspects in common with those which would be dealt with in a declaration of the rights of the worker, and that it would therefore be better for the Governing Body to wait until the result of the work of the United Nations was available. In this connection, he pointed out that the United Nations was proposing to draw up a Covenant, an instrument which was very different from a declaration, since it involved definite commitments for the various States and was obliged, in the same way as were international labour Conventions, to take into account conditions in the less advanced countries. If a declaration were to be drawn up on the same lines it would lack force and would not fulfil the purpose intended by the American States, which was to establish a document capable of enlightening and inspiring contemporary social thinking and of crystallising all the tendencies directed towards necessary social progress.

He regretted that a compromise should have to be envisaged on such an important matter, but he was prepared to accept the suggestion made by Mr. Ramadier.

He wished to point out to the Workers' group that if the I.L.O. were to appoint a tripartite delegation to the United Nations to assist in drawing up the proposed Covenant, that Covenant would ultimately be submitted for approval to the United Nations, in which organised labour was not represented. Consequently organised labour would not be able to participate as fully in formulating a Human Rights Covenant as in drawing up a declaration of the rights of the worker within the tripartite machinery of the International Labour Organisation.
While agreeing in principle that a decision should be adjourned, therefore, he urged that the I.L.O. should retain the initiative in the matter, and proposed that the Office should examine the report made on its work by the I.L.O. delegation to the United Nations in order to be able to report to the 115th Session of the Governing Body whether the lines on which the United Nations had done its work met the desires underlying the resolution of the Montevideo Conference.

In conclusion, he expressed the view that the I.L.O. delegation to the United Nations should be as large as possible and should fully represent the various views expressed in the Governing Body.

Mr. Brull, on behalf of the Cuban Government, associated himself with the observations made by Mr. Stafforini.

The question was of the greatest importance to the Latin American countries, which regarded a declaration of the rights of the worker not as a theoretical document but as an instrument of practical value. In view of the importance of the matter, the preparation of this declaration should not be postponed, but all aspects of the matter should be fully examined with a view to arriving at a text which would not remain a dead letter. He supported the procedure suggested by Mr. Ramadier.

He wished to take this opportunity of expressing his surprise that in dealing with technical assistance problems the Governing Body should appear to have underestimated the prime importance of these problems at the present time. Technical assistance was the major problem of the day, and if the I.L.O., which was responsible for following up all proposals in the field of labour, did not give it the attention which it deserved the result might well be that this important experiment would fail or would peter out without producing the desired results. Thanks to its experience and to its wide influence, the I.L.O. was probably able to achieve better practical results in the sphere of technical assistance than the other specialised agencies of the United Nations. He pointed out that U.N.E.S.C.O. had given priority in its programme to the question of technical assistance in all its forms, and he asked that at least a reference should be made in the Director-General's Report to the Conference of the experience gained by the I.L.O. in the field of technical assistance.

The Chairman said that both the Office and the Governing Body fully recognised the importance of technical assistance problems, as was proved by the decision to maintain in existence the special Technical Assistance Committee.

Mr. Ago warmly supported Mr. Ramadier's proposal.

Sir John Forbes Watson said that the Employers' group had asked him to inform the Governing Body that it associated itself with the opinion which he had expressed earlier on his own behalf that the proposed agenda was too heavy.

Mr. de Souza Bandeira was in favour of placing the question of a declaration of the rights of the worker on the agenda of the 1952 Session of the International Labour Conference, but he thought that the question should be given preliminary examination by a special committee. He recalled in this connection that the draft Human Rights Covenant, although prepared by a special United Nations Committee with due regard to the observations of Governments, had been severely criticised when submitted to the Economic and Social Council.

If, however, it was not possible to secure agreement on the proposal to refer the matter to a special committee, he was prepared to support Mr. Ramadier's proposal.

The Governing Body took note that the agenda of the 35th Session of the Conference would necessarily include the following items:

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

The Governing Body took note that the following items were likely to be carried forward from the 34th Session:
Holidays with pay in agriculture (for second discussion);
Objectives and minimum standards of social security (for second discussion);
Industrial relations—co-operation between public authorities and employers’ and
workers’ organisations (for second discussion).

The Governing Body took note that it would be called upon at its 114th
Session to define exactly the item or items which it would place upon the agenda of the Conference with respect
to the following question:

Revision of the Maternity Protection Convention, 1919 (No. 3).

The Governing Body decided to place on the agenda of the 35th Session of the Conference
the following new items:

Protection of the health of workers in dangerous or unhealthy trades;
Regulation of the employment of young persons in underground work in coal
mines.

It was agreed:

(a) that the question of the health of workers in dangerous trades should be referred
in the first place to the Committee on the Programme of Work of the Office in the Field of
Industrial Safety and Health (Geneva, 11 December 1950) with a view to defining precisely
for the consideration of the Governing Body the particular aspects of the subject to which
the proposed international regulations should be directed;

(b) that the question of regulation of the employment of young persons in underground
work in coal mines should be placed on the agenda of the 1952 Session for general discussion,
on the understanding that in the event of the Conference deciding to proceed to draft inter-
national regulations on the subject this might subsequently be regarded as a first discussion
permitting the holding of a final discussion in 1953;

(c) that the question of the reduction of working hours as a consequence of rising
labour productivity should be dealt with in the Report of the Director-General to the
35th Session of the Conference in order to give the Conference as a whole the opportunity
of discussing it;

(d) that the question of a declaration of the rights of the worker should be referred
to the tripartite delegation of the Governing Body appointed to participate in the proposed
working party to prepare the draft articles on economic, social and cultural rights for
inclusion in the proposed United Nations Covenant on Human Rights; this delegation
should be requested to have full regard to the principles involved when making its proposals
to the working party and to submit a report on the matter to the Governing Body at its
session in June 1951.

The Governing Body took note of the view expressed by the Employers’ group and by
Mr. Wynes that the agenda of the 35th (1952) Session of the Conference as thus fixed was
overloaded.

SIXTH ITEM ON THE AGENDA

Arrangements for the Regional Conference for the Near and Middle East

Mr. Sur said that the Turkish Government welcomed the invitation from the Govern-
ment of Iran to hold the Regional Conference for the Near and Middle East in Teheran.
Iran was one of the most highly civilised countries of the region and the holding of the
Conference in Teheran would help to encourage the Iranian Government in its endeavours
towards social progress.

The Governing Body decided that the Regional Conference for the Near and Middle East
should be held in Teheran and that the following countries should be invited to participate in the
Conference:

Afghanistan, Egypt, Greece, Iran, Iraq, Israel, the Hashemite Kingdom of Jordan,
the Lebanon Republic, Saudi Arabia, Syria, Turkey and Yemen.
Fifteenth Item on the Agenda

Report of the International Organisations Committee

I. Participation of the I.L.O. in Planning and Carrying out the Economic Rehabilitation of Korea.

Sir Guildhaume Myrddin-Evans, Chairman of the International Organisations Committee, referred to the last phrase of paragraph 3, which stated that the purpose of the proposed assistance would be "to ensure that the objectives of the I.L.O. are kept constantly in view in the reconstruction of a unified, independent and democratic Korea". It had been pointed out that this phraseology seemed to emphasise the interest of the I.L.O. rather than the reconstruction of Korea. What the Committee had intended, however, was that the purpose of the assistance should be to help in the reconstruction of a unified, independent and democratic Korea while at the same time ensuring that the objectives of the I.L.O. were kept constantly in view, and it was in this light that the passage in question should be read.

Mr. Sur said that the Turkish Government was entirely in favour of the proposal in paragraph 3.

The Governing Body approved paragraph 3 of the Committee's report, subject to the explanation given by Sir Guildhaume Myrddin-Evans.

II. Relations between the I.L.O. and the Council of Europe.

Mr. Ramadier said that he was willing to agree to the text submitted to the Governing Body although it did not seem to him to cover the problem fully enough. The Council of Europe was not only an international organisation by reason of its aspirations; it aimed at integration which might at some stage develop on federal lines. The problem was therefore quite different from those with which the International Labour Organisation usually had to deal.

The Council of Europe might draft treaties falling within the normal scope of international labour Conventions and representing merely an adjustment to special circumstances of principles laid down by the Conference in general Conventions. The problem, however, might also arise in a different manner as it had done in the present instance in the case of social security. The decision taken by the Consultative Assembly to consider the possibility of preparing a unified social security code for the European countries might seem rash at first sight, but it must be remembered that this code would not be an international labour Convention but a single body of legislation, and that the action taken by the Consultative Assembly in this field was paralleled by attempts in other fields to secure the economic integration of Europe into a single unit.

In these circumstances he thought that the methods of collaboration between the I.L.O. and the Council of Europe would necessarily have to be somewhat different in certain cases from those suggested in the proposals submitted to the Governing Body, which were based on the general situation rather than on this particular case. Such collaboration was essential, on the one hand because the experience and documentation of the I.L.O. on social matters was probably unique in the world, and on the other hand because the action of the Council of Europe must be exercised in conformity with the general principles of the I.L.O. Moreover, in some cases—as had in fact already happened—the Council of Europe might see fit to organise conferences of experts which did not include tripartite representation, whereas the tripartite principle on which the I.L.O. was founded ought to be maintained and applied in the Council of Europe.

He therefore urged that the general principles proposed should be interpreted in a manner flexible enough to ensure in every case that collaboration between the I.L.O. and the Council of Europe which was essential.

The Chairman informed the Governing Body that the following telegram had just been received from Strasbourg:
The Social Commission of the Consultative Assembly is contemplating the drafting of a European Social Security Code by a joint Council of Europe-I.L.O. conference to be convened after the Geneva Conference. A committee of Government experts has expressed the same opinion. I hope for a favourable development of the collaboration between our two organisations.

(Signed) SERRARENS,
Chairman, Social Commission.

Mr. Master said that some members of the Governing Body, and in particular the representatives of the Asian countries, were not fully conversant with the work of the Council of Europe. He had tried unsuccessfully to secure some information on this subject, and he would be grateful if Sir Guildhaume Myrddin-Evans would kindly explain what the Council of Europe had asked the International Labour Organisation to do, what the obligations of the I.L.O. would be in this connection, what it was proposed that the I.L.O. should do, and lastly, what was the constitutional position in regard to the extension of the I.L.O.'s collaboration with bodies which were not specialised agencies.

Sir Guildhaume Myrddin-Evans did not feel qualified to reply to the various questions put by Mr. Master. Briefly, however, the Council of Europe was an organisation of certain European States consisting of an Assembly and a Committee of Ministers. The object of the Assembly, which normally consisted of parliamentary representatives of the different States, was to consider matters of common interest to the Member countries.

It was difficult at the present stage to give a precise answer to the question of what the Council of Europe was doing and how its activities were related to those of the I.L.O. Like other international organisations, the Council of Europe had a tendency to stray into fields which were the specific concern of other agencies, and particularly of the I.L.O. Presumably the delegates to the various meetings of the Council of Europe found that there were difficulties in the way of the solution of political and military problems, and therefore took up labour problems which were the concern of the I.L.O.

In reply to Mr. Ramadier, he emphasised that the I.L.O. had always shown the desire to co-operate with any body which was concerned with the problems with which the I.L.O. was concerned. The purpose of paragraphs 4 to 7 of the report was to define the means by which the I.L.O. was desirous of co-operating with the Council of Europe. In this matter the I.L.O. had always shown proof of greater flexibility than other international bodies, and he believed that the Governing Body would wish to co-operate with the Council of Europe in any field in which it could properly do so.

He noted that the telegram from Mr. Serrarens proposed a joint meeting between the I.L.O. and the Council of Europe for the purpose of drawing up a social security code after the next session of the International Labour Conference. This was a proposal which required very careful study, and he suggested that for the time being the Governing Body should merely take note of it and reserve it for further consideration at the 114th Session of the Governing Body.

Mr. Ramadier was grateful to Sir Guildhaume for the general statement he had just made. It might be hoped that, in view of the flexibility which the I.L.O. had always shown in the past, collaboration between the I.L.O. and the Council of Europe might be organised effectively with due regard to the circumstances.

The telegram from the Chairman of the Social Commission of the Strasbourg Assembly raised the problem in a specific connection. In August 1950, the Strasbourg Assembly had adopted a resolution calling for the establishment of a special social security code for the European countries. This was a bold enterprise, and it seemed unlikely that a complete social security code for Europe could be drawn up in the near future, but no doubt legislation common to all the European States might be drafted on certain specific points. This was quite a different question from that which was on the agenda of the next session of the Conference; although it concerned a more limited geographical area, it could be dealt with in a more detailed and thorough manner.

The telegram sent by Mr. Serrarens proposed that a conference of States belonging both to the Council of Europe and to the I.L.O. should be called to undertake the preparatory work. If this conference were to be held immediately after the next session of the International Labour Conference, it would no doubt be desirable that a decision in principle
should be taken at once, rather than that the whole matter should be adjourned as Sir Guildhaume Myrddin-Evans had suggested.

The Chairman thought that it would be difficult for the Governing Body to take a decision on the sole basis of the telegram sent by Mr. Serrarens; this indicated that the Social Commission was merely contemplating convening a conference, whereas the Strasbourg Assembly would no doubt require to take a decision on the matter. For the time being the Governing Body was not dealing with a formal communication on which it could take a decision in full knowledge of all the circumstances. He therefore thought that the Governing Body might follow Sir Guildhaume’s suggestion and confine itself for the time being to taking note of the telegram from Mr. Serrarens and referring the matter to the agenda of its next session, when a paper could be submitted describing the position in detail.

Mr. Ramadier accepted this procedure.

Mr. Waline thought that if the Governing Body was to take a decision at its next session, it should be provided at an early date with a full report indicating the legal aspects of the problem and furnishing more detailed information on the intentions of the Council of Europe.

Mr. Rens, Assistant Director-General, said that the Office was not at present in a position to state when such a report could be prepared. In accordance with the spirit of the present discussion, the Office proposed to establish the closest possible co-operation with the Council of Europe while fully safeguarding its own jurisdiction. Negotiations with the Council of Europe had been begun at the secretariat level and would no doubt make it possible to draw up precise proposals. The Office would in any case prepare as full a document as possible for the Governing Body as soon as circumstances permitted.

Mr. Waline was personally heartily in favour of co-operation with the Council of Europe, but the Employers wanted to have time for reflection before giving their views on so important a question at the 114th Session of the Governing Body. He pointed out that the establishment of co-operation between a tripartite organisation and an organisation which was not tripartite could not be settled purely at the secretariat level. The Employers wanted details of the manner in which the work would be undertaken in collaboration with the interested parties.

The Chairman said that the Office would, of course, take account of the considerations raised by Mr. Waline and would circulate the paper on the matter as early as possible, although no precise date could be fixed in advance.

The Governing Body approved paragraphs 6 and 7 of the Committee’s report.

The Governing Body took note of the telegram from Mr. Serrarens, Chairman of the Social Commission of the Council of Europe, suggesting the calling of a joint conference, after the 1951 Session of the International Labour Conference, by the I.L.O. and the Council of Europe, with a view to drawing up a European social security code, and decided to adjourn the matter for consideration at its 114th Session.

It was agreed that the Office would lay before the Governing Body at the earliest possible date a report on the progress of the inter-secretariat consultations begun with the Council of Europe on this question.

III. Proposed Covenant on Human Rights.

Mr. Zempel thought that the importance of this question justified the appointment of a tripartite delegation of the Governing Body. Furthermore, he supported the proposal made by Mr. Ramadier that this delegation should also be instructed to consider the proposal respecting a declaration of the rights of the worker. He considered that it should be left to the delegation itself to decide on the manner in which it would handle this question in the course of the negotiations with the appropriate United Nations bodies.

He was also of the opinion that the delegation should not only participate in the working party but should also represent the Governing Body at the Human Rights Commission.
Mr. Gros, Representative of the United Nations, noticed that in the proposals which had been placed before the Governing Body there was no reference to the procedure normally followed in cases of collaboration between several specialised agencies and the United Nations, which involved reference to the Administrative Committee on Co-ordination. This was probably due to the fact that the dates of the proposed meetings had not been settled, but in communicating with the United Nations it might be advisable to mention this procedure in order to forestall any questions from members of the Economic and Social Council.

He also wished to know whether, if the other specialised agencies concerned did not associate themselves with this action, the Governing Body delegation would act alone or whether the question would come back to the Governing Body.

He drew attention in passing to the fact that, although, as Mr. Rens had indicated earlier, the I.L.O. was sometimes subject to pressure from other international organisations, the pressure was being exercised in the other direction in the present case.

Mr. Wynes said that the Australian Government would abstain in regard to paragraph 10 of the Committee's report, and in particular in regard to the proposed establishment of a tripartite delegation of the Governing Body.

Mr. Stafforini asked that, in connection with the collaboration of the I.L.O. with the United Nations in drafting a Human Rights Covenant, it should be borne in mind that it had been decided that this delegation should report to the Governing Body at its June session on the relationship between the work of the United Nations in this field and the work of the I.L.O. in connection with an international declaration of the rights of the worker.

The Governing Body approved paragraph 10 of the Committee's report subject to the abstention of the Australian Government representative.

It was agreed that it should be left to the tripartite delegation to determine the manner in which effect should be given to the decision taken by the Governing Body concerning the proposed declaration of the rights of the worker and that the Office should submit to the 115th Session a progress report on the negotiations on this matter.

IV. Forced Labour.

Mr. Berlis said that the Canadian Government's views on this subject had been very fairly presented in the paper prepared by the Office for the International Organisations Committee, and he would therefore confine himself to stating his Government's attitude towards the Committee's conclusions.

There was no objection to the Governing Body's taking note of the draft resolution proposed jointly by the United Kingdom and the United States, but the Canadian Government could not agree that the Governing Body should at this stage express its willingness to co-operate in the manner suggested in the draft resolution and authorise the Director-General to co-operate with the Secretary-General of the United Nations in implementing it in the event of its approval. The Canadian Government did not feel able to state its views in the I.L.O. on a draft resolution which had been submitted to the Economic and Social Council and postponed by it until a later session.

Mr. Wynes supported the position taken by Mr. Berlis. He thought that it would be premature for the Governing Body to take a decision on the matter when the Economic and Social Council had not yet done so, and might in fact decide to adopt the draft resolution with amendments of a more or less far-reaching nature. He suggested that the matter should be adjourned for consideration at the next session of the Governing Body, which would take place at approximately the same time as the session of the Economic and Social Council.

Mr. Delaney pointed out that this question had been before the Governments for consideration for at least three and a half years. The Governing Body had adopted the principle of the establishment of a commission of enquiry in collaboration with the United Nations Economic and Social Council, so that Governments had had ample time to give consideration to this problem, which was becoming more and more serious. The Governing Body had already expressed concern at the extension of forced labour. The International
Organisations Committee had on one occasion made specific recommendations to the Governing Body by a majority vote, and the Governing Body now had before it a unanimous proposal by the Committee. If this proposal were adopted, it would not tie the hands of the Governing Body if the Economic and Social Council should fail to adopt a resolution similar to that submitted to it at its last session. The object which the Committee had had in view was to prevent further delay in the consideration of this urgent problem. He therefore thought that it was quite legitimate for the Governing Body to adopt the recommendations of the Committee.

The Governing Body rejected by 3 votes to 23, with 2 abstentions, the proposal moved by Mr. Wynes to postpone consideration of this matter.

The Governing Body adopted paragraph 15 of the Committee’s report.

The Governing Body took note of the reservations expressed by Mr. Berlis and Mr. Wynes.

V. Full Employment.

Mr. Zempel referred to paragraph 20 of the Committee’s report, which mentioned a paper prepared by the Office on methods of calculating percentage rates of unemployment. The International Organisations Committee had not approved all the action proposed in that particular document, and he thought that it had been understood that the Committee would take up at its next session the discussion of the principles laid down by the Sixth International Conference of Labour Statisticians.

Sir Guildhaume Myrddin-Evans explained that it had been agreed that the Office would be authorised to proceed with its consultation of Governments in order not to hold up work on this matter, but that it would report back to the Governing Body on the whole of these proposals in the light of that consultation.

The Governing Body approved paragraph 21 of the Committee’s report.

It was agreed that the Office would proceed with its consultation of Governments on the question of making possible international comparisons of unemployment percentages and would report back to the Governing Body on the whole of the proposals in the light of this consultation.

The Governing Body approved the recommendations in paragraphs 22, 24 and 26 of the Committee’s report.

VI. Concentration of Effort of the United Nations and the Specialised Agencies.

The Governing Body approved paragraph 28 of the Committee’s report.

VII. Eighth Report of the Administrative Committee on Co-ordination.

VIII. General Information.

The Governing Body took note of these paragraphs of the Committee’s report.


The Governing Body approved the proposals in paragraph 34 of the Committee’s report.

TENTH ITEM ON THE AGENDA

Report of the Allocations Committee

Consideration of the Preparation of the Scale of Contributions for the 1952 Budget.

The Governing Body approved the recommendation in paragraph 8 of the Committee’s report.

The Governing Body adopted the report of the Allocations Committee as a whole.
Eleventh Item on the Agenda

Report of the Staff Questions Committee


The Governing Body took note of the information given in this part of the Committee's report.

Salary Scales and Conditions of Service of Local Staff at Geneva.

The Governing Body approved the recommendation contained in paragraph 7 of the Committee's report.

Questions relating to the United Nations Joint Staff Pension Fund.


The Governing Body took note of the information given in these parts of the Committee's report.

The Governing Body adopted the report of the Staff Questions Committee as a whole.

Seventeenth Item on the Agenda

Report of the Director-General

Fifth Supplementary Report

Proposed Meeting of the Joint Maritime Commission

Mr. Master, referring to paragraph 9 of this report, drew attention to the fact that the shipowners' representatives on the Joint Maritime Commission had always held the view that questions relating to the conditions of employment of fishermen were not within the competence of the Commission.

The Governing Body approved the proposals in paragraph ii of the Fifth Supplementary Report of the Director-General.

The Governing Body took note of the reservation made by Mr. Master.

Sixth Supplementary Report

Joint I.L.O.-W.H.O. Committee on Hygiene of Seafarers

The Governing Body took note of this report.

Tenth Supplementary Report

Meeting of Experts on Systems of Payment by Results

The Governing Body approved the list of experts contained in this report.

Eleventh Supplementary Report

Meeting of Experts on the Status and Conditions of Employment of Domestic Workers

The Governing Body approved the convening of the experts listed in this report.

It was agreed that the name of a Belgian expert would be submitted to the Governing Body for approval at a later stage.

Seventh Supplementary Report

Unveiling of a Plaque at McGill University, Montreal

The Governing Body approved the recommendation in paragraph 6 of this report.
EIGHTH SUPPLEMENTARY REPORT
International Labour Office Mission to the Oil Areas in Iran

The Governing Body took note of this report.

NINTH SUPPLEMENTARY REPORT
Fact-Finding and Conciliation Commission on Freedom of Association:
Communication from the Government of the Union of South Africa

Sir Guildhaume Myrdin-Evans suggested that, as all the members of the Governing Body were already familiar with the arguments contained in this letter, the Governing Body might simply take note of the substance of the communication. Nevertheless, he thought that, on grounds of courtesy, satisfaction should be given to the request of the South African Government that copies of this communication and of certain other documents might be communicated to the States Members of the Organisation.

Mr. Rens, Assistant Director-General, suggested that the matter should be adjourned to a later session of the Governing Body because the final paragraph of the letter from the South African Government raised certain questions which might constitute a dangerous precedent for the future. The Office could submit to the next session of the Governing Body a paper indicating the possible consequences of such a precedent. It might be possible to meet the request of the South African Government, but there would be some danger in taking a decision on the matter without due consideration.

Sir Guildhaume Myrdin-Evans could not see any danger in agreeing to the request of the Government of a State Member that its views should be brought to the notice of other States Members. Subject to this observation, however, he had no objection to adjourning the matter.

The Governing Body took note of the letter from the Government of the Union of South Africa and adjourned to its 114th Session consideration of the action to be taken on the last paragraph of that letter.

THIRTEENTH ITEM ON THE AGENDA

Reports of the Manpower Committees (continued) ¹

B. Report of the Asian Manpower Committee (continued) ¹

Technical Assistance (continued).

The Chairman said that as a result of the earlier discussion on this subject the Governing Body now had before it a proposed amendment to the report of the Asian Manpower Committee. This amendment proposed that paragraphs 10, 11 and 12 should be deleted and replaced by a new paragraph 10.

Mr. Menon suggested that at the end of clause (a) of the amendment the following words should be added: "explaining at the same time the difficulties, if any, which they foresee in complying with the rules governing the operation of the expanded programme".

Mr. Master seconded this proposal.

Mr. Monk supported the amendment together with the addition suggested by Mr. Menon. He noted, however, that the new text contained no reference to the recommendation which had originally figured in paragraph 10 (b) of the report. While he did not propose that technical assistance units should be established immediately, he thought that some reference to the matter should be made in the text adopted by the Governing Body, and accordingly suggested that the following sentence should be added to paragraph 10 (b): "and to examine the possibility of providing for the early creation of a technical assistance unit to be attached to the Asian Field Office". The Office would, of course, have to ascertain the cost of setting up such a unit and to prepare a paper for the Asian Manpower Committee in due course.

¹ See above, Minutes of the Fourth Sitting, p. 37.
Mr. Rens, Assistant Director-General, appealed to Mr. Monk to agree to the proposed text, which had been very carefully drafted. The fact was that the field offices were technical assistance units, and the present proposal was that their staff should be increased to the extent necessary to enable them to meet all the needs in the field of technical assistance in their particular region. For that purpose it would be desirable to be able to use the special funds available under the expanded programme, and that was why it was suggested in paragraph 10 (b) that the interpretation of the rules should be made more flexible.

Mr. Monk pointed out that what the Committee had had in mind was the establishment of a mobile technical assistance unit. If, however, as Mr. Rens had stated, the work which such a unit could accomplish was to be kept in mind, he was prepared to accept the present text on the understanding that the Office would make a report on the subject to the Committee.

Mr. Wynes suggested that in paragraph 10 (c) of the amendment the phrase "having regard to requirements" should be amended to read "having due regard to requirements".

The Governing Body adopted the proposed amendment, together with the modifications suggested by Mr. Menon and Mr. Wynes, in the following terms:

Substitute for paragraphs 10, 11 and 12 of the report the following:

"10. In addition the Governing Body decides:

(a) to urge the Asian Governments to make full use of the facilities offered by the expanded programme of technical assistance in the manpower field, in order that the resolutions adopted at the Ceylon Conference may be realised and the necessary manpower services developed as rapidly as possible; for this purpose, to call upon the Asian Governments to consider urgently the desirability of filing (individually or collectively) their requests in the field of manpower with the International Labour Office in order to ensure that the I.L.O. services in this field take full account of existing needs, explaining at the same time the difficulties, if any, which they foresee in complying with the rules governing the operation of the expanded programme of technical assistance;

(b) to instruct the Office to promote, through the Technical Assistance Board, that measure of flexibility in the interpretation of the rules governing the operation of the expanded programme that may be necessary and appropriate to secure the best utilisation of the facilities available through the participating organisations;

(c) in the meantime, to instruct the Office to continue, within the framework of the ordinary budget for 1951 and having due regard to requirements, to reinforce the personnel of the Asian Field Office for the execution of technical assistance projects."

It was understood that the adoption of this amendment was without prejudice to consideration of the possibility of setting up a mobile technical assistance unit.

Reproduction and Translation of Technical Documentation on Training in the Principal Asian Languages.

The Governing Body approved paragraphs 14 and 15 of the Committee's report.

C. Report of the Joint Session of the Manpower Committees

Proposed Manpower Field Office for the Near and Middle East.

Mr. Sw' wished to emphasise the urgency of establishing a manpower field office for the Near and Middle East similar to those already operating in other regions.

The Governing Body approved the proposal contained in paragraph 6 of the report.
Draft Model Agreement on Migration for Land Settlement, including Migration of Refugees and Displaced Persons.

Mr. Monk moved that the Governing Body should adopt paragraph 7 (a) of the report and adjourn paragraph 7 (b), which would undoubtedly give rise to a long discussion, until its next session.

Mr. de Souza Bandeira suggested that the Governing Body should refer paragraph 7 (b) to the Permanent Migration Committee which would no doubt meet before the Migration Conference; it would thus be possible to submit a preliminary draft of a model agreement to the Migration Conference.

Mr. Rens, Assistant Director-General, said that at present no meeting of the Permanent Migration Committee was contemplated before the second Migration Conference which was to be held in the autumn of 1951. If the matter were to be adjourned to the 114th Session, as Mr. Monk had suggested, a solution satisfactory to Mr. de Souza Bandeira could no doubt be found.

The Governing Body adopted paragraph 7 (a) of the report of the Joint Session of the Manpower Committees.

The Governing Body adjourned to its 114th Session consideration of the proposals in paragraph 7 (b) of the report.

Fifth Item on the Agenda

Arrangements for the Fifth Regional Conference of American States Members of the International Labour Organisation

The Chairman said that the American members of the Governing Body had met to consider the proposals submitted in this document and had decided to approve them as a whole.

The Governing Body approved the proposals in paragraphs 3, 4 and 13 of the Office note concerning the date, place and agenda of this Conference.

It was agreed that when convening the Conference the Director-General would urge upon Governments the necessity of including in their delegations persons specially qualified to discuss the items on the agenda.

Fourteenth Item on the Agenda

Report of the Technical Assistance Committee

Information on the Development of the Expanded Programme of Technical Assistance. Technical Assistance in Various Fields Falling within the Competence of the I.L.O.

The Governing Body took note of these passages in the Committee’s report.

I.L.O. Fellowships and Special Grants Programmes.

Fellowships.

Mr. Shaw stated that the United States Employers considered that fellowships were not part of technical assistance and therefore should not be considered by the Technical Assistance Committee.

Mr. Zempel pointed out that, in view of the decisions taken earlier by the Governing Body in defining the scope of the Technical Assistance Committee, the fellowships programme was one of the questions coming within the scope of the Committee.
The Governing Body took note of the reservation expressed by Mr. Shaw.

The Governing Body adopted the proposals in paragraphs 14, 15, 16, 18, 22, 23 and 24 of the Committee's report.

Special Grants for the Study of the I.L.O.

The Governing Body approved the proposal in paragraph 27 of the Committee's report.

The Governing Body took note that the three groups had nominated the following countries from which grant-holders should be selected in 1951:

Government group: Argentina, Indonesia, Iran, Italy.
Employers' group: India, Pakistan, Turkey, Uruguay.
Workers' group: Chile, Finland, France, United Kingdom (on the understanding that for the last two countries the grant-holders should come from non-metropolitan territories).

SEVENTEENTH ITEM ON THE AGENDA

Report of the Director-General (continued)

TWELFTH SUPPLEMENTARY REPORT

Communication from the International Federation of Christian Factory and Transport Workers

The Governing Body decided to refer this communication to the Committee on Industrial Committees.

Report of the Officers of the Governing Body on the Procedure for Dealing with Communications concerning Infringements of Trade Union Rights

The Chairman said that the Officers of the Governing Body had met recently to consider this matter and had formulated their conclusions as follows:

Members of the Governing Body will remember that under the procedure laid down in the report upon the setting up of the Fact-Finding and Conciliation Commission on Freedom of Association, which it adopted at its session in June 1950 and which was confirmed by the International Labour Conference, the Officers of the Governing Body were entrusted with responsibility for the preliminary examination of communications sent directly to the I.L.O. on the subject of infringements of trade union rights.

The procedure laid down by the Governing Body, with which the United Nations had agreed, also provides that communications of this nature directed against a Member of the I.L.O. and presented either by the General Assembly of the United Nations or by the Economic and Social Council will be communicated by the United Nations to the Governing Body, which will consider whether they should be referred to the Fact-Finding and Conciliation Commission.

The Director-General has informed the Officers of the Governing Body that he has received from the Secretariat of the United Nations several communications relating to infringements of trade union rights. They are communications concerning States Members of the I.L.O., which have been addressed to the United Nations by various trade unions organisations and which have now been communicated by the United Nations in accordance with the procedure upon which the two organisations have agreed.

These communications, however, have been transmitted to the I.L.O. by the Economic and Social Council without preliminary debate in the Council, that is to say, the Economic and Social Council has in no way examined them in first instance and has left it entirely to the I.L.O. to decide what action should be taken upon them. Consequently they are not "formal requests" by the Economic and Social Council but communications merely transmitted automatically by the Council, without previous examination, entirely because they concern States Members of the I.L.O.
In these circumstances the Governing Body will perhaps consider that communications transmitted by the United Nations without previous examination either in the General Assembly or the Economic and Social Council should be treated like communications addressed directly to the I.L.O. and should, like them, be submitted to the Officers of the Governing Body for preliminary examination.

The Officers had requested him to communicate these conclusions to the Governing Body so that it might confirm whether it was in agreement with this interpretation.

*The Governing Body approved the conclusions submitted by its Officers.*

**SIXTEENTH ITEM ON THE AGENDA**

*Composition of Committees*

Mr. Waline asked that the papers containing proposals concerning the composition of committees should in future be circulated to members of the Governing Body at an earlier date. He proposed to abstain on these decisions on the present occasion because he was not in a position to form an opinion upon them. Furthermore, he thought that it might be better not to make new appointments to committees the existence of which was perhaps not justified.

*Sir John Forbes Watson* thought that in deference to Mr. Waline's observations this matter might be adjourned.

*The Chairman* suggested that the Governing Body might deal with the proposals put before it, with the exception of those contained in paragraphs 7, 8, 9 and 10 of the Office note relating to the Correspondence Committee on Industrial Hygiene and the Silicosis Subcommittee, since the views of the Committee set up by the Governing Body to consider the programme of work of the Office in the fields of industrial hygiene and safety were not yet known.

*The Governing Body agreed to this procedure.*

**Advisory Committee on Juvenile Employment.**

*The Governing Body approved the following new appointment for a period of three years:*

Mr. D. C. Barnes (United Kingdom).

**Correspondence Committee on Recreation.**

*The Governing Body took note of the resignation of the following member:*

Miss Bedriski Roubickova (Czechoslovak).

**Subcommittee on Automatic Coupling of Railway Vehicles.**

*The Governing Body approved the following appointment of a Government expert for a period of three years:*

Mr. Howard R. Longhurst (United States).

**Committee of Statistical Experts.**

**Resignations.**

*The Governing Body took note of the resignation of the following members:*

Mr. C. Bettelheim (French).
Mr. Stanley Lyon (Irish).
Mr. Arne Skaug (Norwegian).
New Appointments.

The Governing Body approved the following new appointments for a period of three years:

- Mr. ABOUGHANEM (French).
- Mr. Petter Jakob BJERVE (Norwegian).
- Mr. R. C. GEARY (Irish).

Reappointments.

The Governing Body reappointed for a period of three years the following members whose terms of office expire in 1950:

- Mr. Erland von HOESTEN (Swedish).
- Mr. P. J. INDENBURG (Netherlands).

Correspondence Committee on Industrial Hygiene and Silicosis Subcommittee.

The Governing Body adjourned to its next session consideration of the proposals in paragraphs 7, 8, 9 and 10 of the Office note concerning the Correspondence Committee on Industrial Hygiene and the Silicosis Subcommittee, when it would have before it the recommendations in regard to these Committees made by the Committee set up by the Governing Body to examine the programme of work of the Office in the fields of industrial hygiene and safety.

It was agreed that the Office should do its best to meet the request made by Mr. Waline.

Committee of Experts on the Application of Conventions and Recommendations.

The Governing Body reappointed the following members for the normal term of office of three years:

- Sir Atul CHATTERJEE (Indian).
- Mr. Tommaso PERASSI (Italian).
- Mr. William RAPPARD (Swiss).
- Mr. Georges SCHELLE (French).
- Miss G. STEMBERG (Netherlands).
- Mr. Paul TSCHOFFEN (Belgian).
- Hon. Charles E. WYZANSKI, Jr. (United States).

It was agreed that action should be deferred on the reappointment of Mr. Ta Chen (Chinese) in order to permit of enquiries as to his continued availability.

Renewal of the Committee of Social Security Experts and the Actuarial Subcommittee.

Mr. Shaw proposed that a decision on this paper should be postponed in view of the importance of the Committees in question.

The Governing Body adjourned to its 114th Session consideration of the proposals concerning the Committee of Social Security Experts and the Actuarial Subcommittee.

Committee of Experts on Indigenous Labour.

The Governing Body authorised the Director-General, in consultation with the Canadian Government, to appoint a Canadian expert as a member of the Committee of Experts on Indigenous Labour.

The Governing Body approved the nomination of Dr. José A. Encinas (Peruvian), Senator, President of the Peruvian Indian Institute, as substitute for Dr. Palacios, and authorised the Director-General, in consultation with the Indian Government, to appoint a substitute for Dr. Ghurye.
Asian Advisory Committee.

Sir John Forbes Watson said that Sir Sydney Palmer, who had been appointed a member of this Committee, would be unable to attend the coming session. The Employers' group accordingly proposed not to ask Sir Sydney Palmer to appoint a substitute but to ask the two Australian employers' organisations which were closely concerned with this question to nominate a deputy member. The Employers had hoped to have a name to put before the Governing Body, but had not yet received the nomination from the organisations concerned, and he therefore asked that the proposal might be referred to the Officers for approval.

The Governing Body took note that Sir Sydney Palmer was unable to attend the coming session of the Asian Advisory Committee and authorised the Employers' group to submit to the Officers of the Governing Body for approval the name of a deputy member to replace Sir Sydney Palmer at that session of the Committee.

Nineteenth Item on the Agenda

Appointment of Governing Body Representatives on Various Bodies

The Governing Body approved the following appointments:

Building, Civil Engineering and Public Works Committee (Third Session, Geneva, March 1951).
- Chairman and representative of the Government group: Mr. SUR (Turkey).
- Employers' group: Mr. KUNTSCHEN.
- Workers' group: Mr. DELANEY.

Coal Mines Committee (Fourth Session, Geneva, May 1951).
- Chairman and representative of the Government group: Mr. MENON (India).
- Employers' group: Mr. FENNEMA.
- Workers' group: Mr. JOUHAUX.
- Substitute: Mr. FINET.

Regional Conference for the Near and Middle East (Teheran, April 1951).
- The Chairman of the Governing Body (Mr. TROCLET).

Government group:
- Mr. SUR (Turkey).
- Mr. RAMADIER (France).

Employers' group:
- Mr. SHAW.
- Mr. GHAYOUR.
- Substitute: Mr. MASTER.

Workers' group:
- Mr. MONK.
- Mr. FINET.
EIGHTEENTH ITEM ON THE AGENDA

Programme of Meetings

Mr. Wynes said that the Australian Government would like the Fourth Sessions of the Inland Transport Committee and of the Coal Mines Committee, or at least one of them, to be held over until after the next session of the International Labour Conference.

Mr. Shaw supported this proposal.

Mr. Roberts opposed the proposal on behalf of the Workers' group.

Mr. Rens, Assistant Director-General, pointed out that in any case the next session of the Inland Transport Committee would not be held until after the Conference.

Sir Guildhaume Myrddin-Evans, referring to the proposed meeting of the Correspondence Committee on Industrial Hygiene, said that the purpose of this meeting was to consider the question of the protection of the health of workers in dangerous trades. During the discussion on the agenda of the 35th Session of the Conference, however, the Governing Body had decided at his suggestion to refer this matter to the ad hoc committee which was to consider the programme of the Office in the field of industrial safety and health, and he therefore wondered whether a meeting of the Correspondence Committee on Industrial Hygiene was necessary, or at least whether the Governing Body need take an immediate decision on the subject.

Mr. Rens, Assistant Director-General, said that the Governing Body might postpone fixing a date for the next meeting of the Correspondence Committee on Industrial Hygiene until it had before it the recommendations of the Committee on the programme of work of the Office in the fields of industrial safety and health with regard to the protection of the health of workers in dangerous or unhealthy trades.

The Governing Body accepted this suggestion.

Mr. Waline said that several members of the Employers' group would like the dates of the Building, Civil Engineering and Public Works Committee and the Governing Body to be reversed.

Mr. Monk seconded this proposal.

Mr. Rens, Assistant Director-General, thought that it would be possible to make this change in the programme while at the same time observing the necessary time limits for the preparation of the budget. The Third Session of the Building, Civil Engineering and Public Works Committee might therefore be held from 13 to 24 February and the Governing Body session from 27 February to 10 March.

He pointed out, however, that if this change were made it would not be possible for the Office to observe the regular time-table for sending out the documents for the Building Committee.

Mr. Shaw said that Mr. Alvarado had indicated that Industrial Committee meetings held in Geneva might begin on Monday and end on Friday of the following week. He asked whether this could be done in the case of the Building Committee.

Mr. Rens, Assistant Director-General, accepted this suggestion.

Mr. Finet drew attention to the fact that it had been decided to provide two extra days for the session of the Coal Mines Committee, for the discussion of the question raised by the Mineworkers' International Federation.

Mr. Rens, Assistant Director-General, explained that it had been agreed that one extra day would be sufficient and that the second day would be found by using the day normally reserved for visiting plants.
The Governing Body took the following decisions in regard to the programme of meetings:

- Building, Civil Engineering and Public Works Committee (Third Session): Geneva, 12-23 February 1951.
- Regional Conference for the Near and Middle East: Teheran, 9-21 April 1951.
- Meeting of Experts on Systems of Payment by Results: Geneva, 10-20 April 1951.
- Coa Mines Committee (Fourth Session): Geneva, 7-19 May 1951.

TWENTIETH ITEM ON THE AGENDA

Date and Place of the 114th Session of the Governing Body

Sir Guildhaume Myrddin-Evans noted that it was proposed that the committees of the Governing Body in connection with the 114th Session should begin on Tuesday, 27 February. He thought that it was essential that a full week should be allowed for the Governing Body proper, since otherwise it could not hope to get through its agenda.

Mr. Rens, Assistant Director-General, said that in that case committee meetings would have to begin on Monday, 26 February.

The Governing Body decided that the meetings in connection with its 114th Session should be held in Geneva from 26 February to 10 March 1951, on the understanding that a full week would be reserved for the session of the Governing Body proper.

SEVENTEENTH ITEM ON THE AGENDA

Obituary.

The Governing Body stood in silence in tribute to the memory of the following persons who had died since the last session: Mr. Henry I. Harriman, Mrs. Betsy Kjelsberg, the Hon. Humphrey S. Mitchell, Mr. Frederik Odijell and Mr. Jan Oudegeest.

Closing of the Session

The Chairman informed the Governing Body that he had received a cable from Mr. Pons regretting his inability to attend the session.

He pointed out that, as a souvenir of this session of the Governing Body in Brussels, its members had received a medallion made at the request of the Association des lauréats du travail de Belgique, an association consisting of workers recognised after very strict tests as the best craftsmen of Belgium in their own branch. He was sure that the members of the Governing Body greatly appreciated the kind thought of the Association, to which he would convey his thanks on its behalf.

In his capacity as Chairman of the Governing Body he was confident that he interpreted the feelings of the Governing Body as a whole in expressing to the Belgian Government, and in particular to the Minister of Labour and to its External Relations Service, the most cordial thanks for the welcome extended to the Governing Body and for the arrangements made for its convenience.

1 The paper relating to this item is not reproduced in the appendices.
He also wished to express the Governing Body's gratitude to the Governor of the Province of Brabant, who had made available the buildings in which the session had been held in spite of the inconvenience involved for his own personnel.

Furthermore, he wished to place on record the Governing Body's gratitude to the Governor of the Province of Liège, to the communal authorities of Seraing and Liège, and in particular to the Burgomaster and to the Councillor in charge of public education, and lastly to the Manager of the Crystal Works at Val St. Lambert, who had all contributed so courteously to the arrangements for the day which the Governing Body had spent at Liège.

Finally, on behalf of the Governing Body he also thanked the head of the State, His Highness The Prince Royal of Belgium, who had granted an official audience to the members of the Governing Body and had taken a particular interest in its work and programmes, and to whom he accordingly conveyed the respectful gratitude of the Governing Body.

The session closed at 2.45 p.m.

L.-E. Troclet.
APPENDICES
APPENDIX I

AGENDA

1. Approval of the Minutes of the 112th Session.
2. Date, Place and Agenda of the 35th (1952) Session of the International Labour Conference.
3. Action to be Taken on Resolutions Adopted by the International Labour Conference at its 33rd Session.
5. Arrangements for the Fifth Regional Conference of American States Members of the International Labour Organisation.
6. Arrangements for the Regional Conference for the Near and Middle East.
13. Reports of the Manpower Committees.
18. Programme of Meetings.
19. Appointment of Governing Body Representatives on Various Bodies.
20. Date and Place of the 114th Session of the Governing Body.
APPENDIX II

SECOND ITEM ON THE AGENDA

DATE, PLACE AND AGENDA OF THE 35TH (1952) SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

Date

1. The practice in recent years has been for the sessions of the Conference to open on the first Wednesday in June. Since this practice has been found generally satisfactory, it is suggested that it should be followed in 1952 and that the 35th Session of the Conference should open on Wednesday, 4 June 1952.

Place

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

Agenda

Items Necessarily Included.

3. The agenda of the session will necessarily include the following:
   - The Report of the Director-General;
   - Financial and budgetary questions;
   - Information and reports on the application of Conventions and Recommendations.

Items Probably Included.

4. The following items are likely to be carried forward from the 34th Session:
   - Holidays with pay in agriculture (for second discussion);
   - Objectives and minimum standards of social security (for second discussion).

It is also possible that certain aspects of the question of industrial relations may still be before the Conference in 1952.

Statements on Law and Practice.

5. In accordance with the decision of the Governing Body at its 112th Session, the present session has before it statements on the law and practice on the following subjects:
   - Protection of the health of workers in dangerous or unhealthy trades.¹
   - Reduction of working hours as a consequence of rising labour productivity.²
   - Regulation of the employment of young persons in underground work in coal mines.³

6. If the Governing Body should decide to place on the agenda the question of the protection of the health of workers in dangerous or unhealthy trades, it may think it desirable that the Office should have the benefit of the advice of members of the Correspondence Committee on Industrial Hygiene in preparing the preliminary report and questionnaire for communication to Governments, and that a meeting of that Committee should therefore be convened early in 1951. Budgetary provision exists for such a meeting. Such a proposal would have to be considered in connection with the eighteenth item on the agenda (Programme of Meetings).⁴

7. The regulation of the employment of young persons in underground work in coal mines is a question which evidently requires closer consideration than the Coal Mines Committee has yet been able to give to it. It is therefore suggested that it should be referred to the Coal Mines Committee and that, if the Governing Body now decides to place the item on the agenda of the 1952 Session, the Committee should act as a preparatory technical conference, and thus enable the International Labour Conference to deal with the item by the single-discussion procedure.

¹ See below, Annex A.
² See below, Annex B. It was understood that the submission of this statement should in no way prejudice the decision which the Governing Body will be required to take at the present session concerning the possibility of including this question in the agenda of the Conference.
³ In accordance with the decision taken by the Governing Body at its seventh sitting (see above, p. 73), this item was placed on the agenda of the 35th Session of the Conference. The substance of the statement on law and practice to which reference is made above will be incorporated in the report to be submitted to the Conference on this question, and the document submitted to the Governing Body is accordingly not printed in the present papers.
⁴ See below, Appendix XVIII, p. 167.
International Declaration of the Rights of the Worker.

8. In accordance with the decision of the Governing Body at its 112th Session, the present session will also have before it a report on the best procedure for giving effect to the resolution adopted by the Fourth Conference of American States Members of the International Labour Organisation (Montevideo, April-May 1949), which requested the Governing Body to consider placing the question of a series of principles to constitute an international declaration of the rights of the worker on the agenda of a future session of the International Labour Conference.¹

Revision of the Maternity Protection Convention.

9. At its 112th Session the Governing Body decided that the list of points for the partial revision of the Maternity Protection Convention, 1919 (No. 3), should be sent to Governments of States Members for their observations, in accordance with Article 9 (4) of the Standing Orders of the Governing Body. Under Article 9 (7) of the Standing Orders it is for the Governing Body, on the expiration of four months from the despatch of this notification to Governments, and taking into account the replies of the Governments, to define exactly the question or questions which it places on the agenda of the Conference. The notification was despatched to Governments on 5 September 1950 and the Governing Body will therefore be called upon to take this decision at its next session.

10. The questions from which the Governing Body is at present invited to select items for the agenda of the 35th Session of the Conference are therefore the following:

- Protection of the health of workers in dangerous or unhealthy trades;
- Reduction of working hours as a consequence of rising labour productivity;
- Regulation of the employment of young persons in underground work in coal mines.

The Governing Body is invited to take a decision concerning the placing of these questions on the agenda of the 35th Session of the Conference, and, in the case of the third item, to decide whether the single- or double-discussion procedure should apply.

II. In taking this decision, the Governing Body will no doubt wish to bear in mind that it will also be invited at this session to decide whether an international declaration of the rights of the worker should be included in the agenda and whether there should, in addition, be included the revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46), which is the subject of a separate paper.²

Supplementary Note

Declaration of the Rights of the Worker

1. At its 112th Session the Governing Body unanimously decided that the resolution adopted by the Fourth Conference of American States Members of the International Labour Organisation (Montevideo, April-May 1949) concerning an international declaration of the rights of the worker should be taken into consideration when the agenda of the 1952 Session of the International Labour Conference was being decided, and that the Director-General should be instructed to submit to the 113th Session of the Governing Body proposals as to the best method of giving effect to this resolution.

2. The present paper has been prepared in accordance with this decision of the Governing Body. Without claiming to make an exhaustive survey of so wide and varied a subject, it gives an outline of the problem which is before the Governing Body. After attempting to define the object of a declaration of the rights of the worker and emphasising the usefulness or the dangers of such a declaration, it suggests the form which would be most suitable to avoid those dangers. It then briefly examines the possible contents of such a declaration.

Object and Value of a Declaration of the Rights of the Worker.

3. The chief object of such a declaration would really be to provide a synthesis, in precise terms, of the principles which are recognised in most States as the foundation of social relations. In practice, these principles are generally laid down in the various national constitutions, as well as in international documents such as the Declaration of Human Rights, the Preamble to the Constitution of the International Labour Organisation, the Declaration of Philadelphia, and, indeed, in the resolution adopted by the Rome Social Conference. But it can be maintained that they also govern social life in many countries which have not had occasion or seen the necessity to give them precise expression. If the International Labour Conference drafted and proclaimed a declaration of the rights of the worker it would realise two aims. It would give unified shape to principles which, though identical in substance, are often expressed in various forms. Moreover, by giving them expression in a universal document it would also reveal the general character of ideas which, without being always recognised by written law, are nevertheless actually common to all countries that can claim the same degree of civilisation.

4. A declaration of the rights of the worker would thus serve as a guide to public opinion by tracing the general line along which the law has evolved. It would, it may be said, determine the position of social law in our era. It would by that very fact form a valuable guide for the action of the International Labour Organisation, the aim of which should be to bring into being a legal structure confirming the rights of the working class.

¹ See below, Supplementary Note.
Dangers Involved in the Preparation of a Declaration of the Rights of the Worker.

5. Although the principle of such a declaration is not in itself open to any objection, and may indeed have real advantages, its translation into practice brings some difficulties to light. On the one hand, it would at first sight seem normal to formulate in a declaration of this nature only those rights which are incontestably recognised by all civilised nations. On the other hand, the omission of a right recognised by some States only might give the impression that the International Labour Organisation was refusing to confirm that right and might therefore be used to the evident detriment of the workers' interests. Too extensive a list of rights might result in rejection; too restricted a list might expose the Organisation to the accusation of adopting a negative or even a reactionary attitude.

Proposed Form of the Declaration of the Rights of the Worker.

6. To avoid the risks mentioned in the preceding paragraph, it would be desirable for the declaration of the rights of the worker to take a very general form. It would be limited to being a reflection of contemporary social thought sufficiently wide to avoid contradiction with national legislation.

As stated above, the main object of the declaration would be to bring together the fundamental principles adopted by the States Members of the Organisation as a general line of guidance for the evolution of their social policy. That being so, it might contain not only principles which are unanimously and explicitly recognised but also those which, without receiving full application in all their practical consequences, are none the less acknowledged so far as they are general conceptions. The risk of too narrow a text would thus be averted.

7. There could, however, be no question of the principles contained in the declaration imposing on signatory States an obligation to embody them in their national legislation. As with the Declaration of Human Rights, there would be a solemn adoption of a general standard and of an ideal aim to be attained, involving no positive legal obligation for the States. It should, in fact, be clearly understood that the Conference would not adopt a Convention or a Recommendation; its decision could only take the form of a resolution. In that form the danger of rejection would in its turn be averted or at least considerably lessened.

Possible Contents of a Declaration of the Rights of the Worker.

8. Some of the principles which might figure in a declaration of the rights of the worker are, if not unanimously, at least very widely accepted, as, for example, the right to work, which while not always expressly confirmed, is implied in a very large number of constitutions; freedom of work, that is to say, free choice of work; the right to rest; the right of freedom of association, which includes the right of assembly and freedom of expression, so far, of course, as this freedom is used in a peaceful manner and with respect for the law; and social security measures, such as protection against sickness, invalidity and the consequences of old age and death.

The inclusion in a declaration of the rights of the worker of principles such as those enumerated above would not, it seems, encounter any difficulty. It would amount, in fact, merely to collecting in a single text rights which are generally recognised and respected.

9. Some other principles are recognised and applied in a large number of countries, but in a much less general manner than those mentioned in the preceding paragraph. This is particularly true of the principle of family allowances or the right to vocational and technical training.

These rights are more widely accepted from day to day, for they are the reflection of social evolution and follow the trend of that evolution. Their inclusion in a document such as a declaration of the rights of the worker would invest them, in the eyes of those countries which are still hesitating, with a value and an importance which has not always been ascribed to them. For that reason, their inclusion in the declaration of the rights of the worker would further their progress by inducing States which have not yet accepted them to hasten their recognition.

10. There is yet another category of rights which are recognised by only a minority of countries and which appear only in a relatively small number of texts. Some of these rights are even expressly disputed. This is particularly true of the principle of the integration of the wage earner in the undertaking, in the sense of the moral and material participation of the wage earner in the results of his work, in the form, for example, of participation in the management and profits of the undertaking.

Such rights are the subject of the reference in paragraph 5 above, where it is suggested that too wide a list of rights runs the risk of rejection. Obviously, principles which are disputed will receive less votes than principles which the majority of States agree in recognising, and if it is decided nevertheless to include them in a declaration of the rights of the worker there is an undeniable danger of rejection. But it can reasonably be maintained that the adoption of a declaration of the rights of the worker is not an end in itself and that it must serve a useful purpose. If it were limited to the repetition of acknowledged rights it would be of relatively slight value; if, on the other hand, it laid down principles which are still in development, it could help them to reach maturity; and the international situation justifies and even compels courage as much as prudence.

As the Preamble to its Constitution states, the task of the International Labour Organisation is to further social progress and social justice, which are the only guarantees of lasting peace. To that end, it must not be content to register events; it must move ahead of them and act as a forerunner.

II. In the light of these considerations, the Governing Body is invited (a) to decide on the desirability of placing the question of a declaration of the rights of the worker on the agenda of the 35th (1952) Session of the International Labour Conference; and (b) if the decision is in the affirmative, what form this declaration should take.

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ANNEX A

Protection of the Health of Workers in Dangerous or Unhealthy Trades

1. It may be recalled that at the First Session of the International Labour Conference (1919) the Commission on Unhealthy Processes adopted a resolution to the effect that the International Labour Office should be called upon “to draw up a list of the principal processes to be considered as unhealthy”.

The Commission admitted at the time that it felt embarrassed by the absence of any definition of what constituted an “unhealthy occupation”. The Conference recommended that the International Labour Office should be entrusted with the work of drawing up the list in question.

A comprehensive list, however, proved difficult, if not impossible, to prepare on account of the number and complexity of the operations which from one point of view or another could be considered unhealthy, of the continuous evolution of industrial technique, which does away with causes of disease in one direction but gives rise to fresh possibilities of disease in another, and the indefinite character of the conception of “unhealthiness”. It was therefore subsequently decided that, rather than attempt to draw up a list of unhealthy processes, an encyclopaedia should be prepared which would analyse the operations concerned in handling and working up substances involving risk to health, the possible sources and carriers of intoxication and disease and the protective legislation already in existence. This was the origin of the publication by the Office in 1930-1934 of Occupation and Health. However, recent developments suggest that the time has come to take more definite action for the protection of workers engaged in unhealthy trades.

2. It should be stated at the outset that occupations are classified as unhealthy when they involve factors capable of endangering the health of the worker, i.e., physical hazards (the carrying of heavy weights, difficult climatic conditions, etc.), and chemical or biological hazards (poisoning, infections, etc.).

3. In addition to technical preventive action, which is not dealt with in this note, measures for the protection of workers in dangerous or unhealthy occupations may take one of the following four forms:
   
   (1) notification of occupational diseases;
   (2) pre-employment and periodical medical examination of the workers;
   (3) limitation of daily hours of work and regulation of overtime work;
   (4) prohibition or regulation of the employment of young persons and women.

In specified trades and for particular risks involved supplementary measures might, however, be instituted.

Delimitation of Scope

4. The present proposals for the protection of workers in dangerous or unhealthy trades are confined to industrial employment. The risks to which workers in non-industrial employment are exposed are of so varied a nature that it would not be possible to devise appropriate measures applicable to all of them. Mining operations are, on the contrary, so specific as to require separate treatment and accordingly they are not included in the present proposals. It should also be added that these proposals are not concerned either with accident prevention, with general measures of hygiene or with measures for the promotion of workers’ welfare which are applicable to all industrial establishments.

Terminology

5. There is no uniformity in the terminology used by national legislation for dangerous or unhealthy trades in the sense defined above. In Argentina, Chile, Colombia, Costa Rica, Cuba, Ecuador, France, Guatemala, Mexico and Panama the term used is “dangerous and unhealthy”. In Austria, Brazil and Paraguay the term used is “unhealthy”. In Bulgaria, Denmark, Finland, India, Norway and Sweden the term used is “dangerous”. In the United States legislation the term usually employed is “hazardous”. Other variants are also employed: “dangerous or harmful” in Ontario (Canada); “offensive and dangerous”, as in the Health Act, and “noxious”, as in the Factories and Shops Act, in Victoria (Australia); and “arduous, exhausting and heavy”, as in the legislation in Albania, Bolivia, Costa Rica, Italy and Venezuela. It should be noted that this last term, unlike the other terms, deals with physical hazard to the workers.

Unhealthy occupations are especially listed in the legislation of Argentina, Bulgaria, Cuba, Denmark, Ecuador, Finland, India, Norway, Paraguay and Sweden. In Chile, Colombia, Costa Rica, France, Guatemala, Mexico and Panama provision is made for the definition of dangerous industries. In Australia, the Governor-General is empowered to declare certain occupations “noxious”.

Preventive Measures

Notification.

6. Compulsory notification of the occurrence of an occupational disease must be regarded as an important step in the prevention of these diseases, for it enables the competent authorities to determine the frequency of such diseases and the occupations in which they regularly occur.

Notification for the purpose of prevention of diseases should, however, clearly be distinguished from notification to workmen’s compensation authorities for the purpose of the payment of compensation. The schedules of notifiable occupational diseases in various countries for the purpose of the prevention of occupational diseases are generally more comprehensive than the list of diseases for which compensation
is paid. However, these lists may be identical, as in Austria, Cuba, Czechoslovakia, France and Norway. In Australia (Victoria), Canada (Ontario), Ceylon, India, Iraq, the Netherlands and Poland the list of notifiable occupational diseases for the purpose of prevention is longer than the list concerning workmen's compensation. In regard to Brazil and the United Kingdom the latter list is longer than the former but various poisonings, if they occur in an acute form, are regarded as accidents for which compensation is payable.

**Medical Examination.**

7. Medical examination of the worker previous to his admission to employment and periodically during employment is one of the most important protective measures. Such measures have in some instances been opposed by the workers in the mistaken belief that the examinations are a device to exclude workers who might, because of some kind of disability or chronic illness, absent themselves from work more frequently than others, or might become a burden to pension schemes. The purpose of medical examinations is to ensure that the employment is suited to the applicant and that his health is not endangered.

A pre-employment medical examination is compulsory for workers in all industries in Afghanistan, Argentina, Brazil, Bulgaria, France, Hungary, Iran and the United States (Utah); in Afghanistan, Argentina and France the workers must be examined at least once a year and more frequent examinations may be prescribed.

In Chile a certificate of physical fitness for employment is required for admission to dangerous or unhealthy industries and processes. Initial and periodical medical examinations are compulsory for workers in dangerous or unhealthy occupations in Albania, Austria, Belgium, India, Italy, Mexico, the Netherlands, Norway, Sweden and Turkey. In Brazil periodical examinations are compulsory only in specified employments. In Poland, when an occupational disease is discovered and notified, the workers concerned are examined.

Regulations exist in the national legislations of many countries prescribing special measures for the protection of the health of young persons.

The Convention (No. 77) concerning medical examination for fitness for employment in industry of children and young persons (1946), lays down that not only the national laws and regulations may require a medical examination as frequently as is justified by the risks of the occupation, but also that in occupations which involve high health risks provision should be made for the medical examination and re-examination for fitness for employment of young persons at least until they are 21 years of age. This Convention has been ratified by Bulgaria and Poland.

In Australia (New South Wales, Queensland, South Australia, Tasmania, Victoria), Egypt, India, Italy, Lebanon, Mexico, Morocco, the Netherlands, Norway and Syria, the medical examination of young persons before admission to unhealthy occupations is compulsory.

There seems to exist a tendency in national legislation for pre-employment and periodical medical examination to control the enforcement of hygienic precautions and to keep a check on the health of the workers.

**Limitation of Hours of Work.**

8. In a number of countries the statutory hours of work in occupations specified declared dangerous or unhealthy are shorter than in industry generally. The daily working hours, as well as overtime, are limited. Legislative or administrative provision is made in Albania, Australia (New South Wales), Colombia, Denmark, Norway, Poland and Switzerland enabling the competent authorities to reduce the daily hours of work in circumstances in which the conditions of work are regarded as unhealthy. In Belgium the Crown may reduce the number of working hours to 40 per week in such circumstances. There are, however, instances in which this provision is made in greater detail. In Argentina the hours of work may not exceed six a day or 36 a week, if the work is carried out in unhealthy places in which vitiated or compressed air or the constant presence of emanations or poisonous dust endangers the health of the workers. In Bulgaria hours of work are limited to six a day in undertakings which are dangerous to health. In Paraguay the daily hours of work are also limited to six for work in certain conditions specified in the law.

In Syria, for certain arduous types of work, the number of working hours may be limited to seven a day. In Turkey the working day is limited to seven hours for certain occupations. In Egypt the number of actual working hours is limited to nine for operations enumerated in the law.

Regulations relating to overtime in dangerous trades have also been laid down. Overtime work is prohibited in dangerous trades in Costa Rica, Guatemala, New Zealand and Panama, while in Brazil overtime in dangerous or unhealthy occupations must be approved in advance by the competent industrial hygiene authority. In Ireland overtime is subject to regulation by the Minister for Industry and Commerce. It will be seen therefore that the hazard to health in prolonged work in certain conditions is widely recognised in the restriction of hours of work.

**Prohibition of Employment of Young Persons**

9. Certain countries prohibit the employment of young persons in specified dangerous or unhealthy trades or in occupations which are deemed to tax them beyond their strength.

Young persons under 15 years are statutorily excluded from certain specified types of employment in Italy; those under 16 years in Bulgaria, Canada (Quebec), China, Ecuador, Guatemala, Lebanon, Mexico, Morocco, Panama, Portugal, Switzerland and the United States (42 States); those under 17 years
in Egypt, Syria and the United States (Texas); those under 18 years in Albania, Argentina, Austria, Bolivia, Brazil, Bulgaria, Canada (Ontario, Quebec for girls and women), Chile, Costa Rica, Finland, France, Hungary, India, Ireland, the Netherlands, New Zealand, Nicaragua, Poland, Sweden, Switzerland, Turkey, the United Kingdom, the United States (31 States) and Venezuela; moreover, in Italy, girls under 21 years may not be employed in certain scheduled occupations. A few occupations are prohibited for persons under 21 in the United States (8 States). In France specified occupations generally prohibited to young persons under 18 years of age may be thrown open to them under certain conditions. Similar provisions are applicable to boys under 15 in Italy and girls under 21 in Mexico and Morocco. The conditions are stated in the schedule for each industry. In Italy the employment of girls under 21 and of children in certain scheduled occupations is subject to the condition that suitable precautions are taken to safeguard the health and physical welfare of the workers and it is for the corporative inspectorate to implement this provision.

Special Regulations for Women

10. The employment of women in dangerous or unhealthy occupations is prohibited in many countries. They are either excluded altogether from admission to certain trades which are regarded as dangerous or from certain operations in some trades because those operations are deemed to be injurious to them. Regulations in Albania, Argentina, Australia (4 States), Bolivia, Brazil, Bulgaria, Chile, China, Costa Rica, Cuba, Ecuador, Egypt, France, Guatemala, Hungary, India, Ireland, Lebanon, Mexico, Morocco, the Netherlands, New Zealand, Nicaragua, Poland, Portugal, Sweden, Switzerland, Syria, Turkey, the Union of South Africa, the United Kingdom, the United States (10 States) and Venezuela lay down the list of employments from which women are excluded. Women are excluded from “arduous” work in Albania and Turkey; from “heavy” work in Bolivia and Venezuela; from “too heavy” work in Costa Rica; from work “involving overstrain” in Morocco; and from work “beyond their strength” in Nicaragua. In Belgium, Bolivia, Brazil, Bulgaria, Cuba, Egypt, Finland, France, Germany, Hungary, India, Ireland, Italy, Mexico, the Netherlands, Peru, Poland, Portugal, Sweden, Switzerland, the United Kingdom and the United States (40 States) the weight which may be carried by women is limited by legislation.

Protection of Workers in Certain Dangerous or Unhealthy Industries

11. International regulations for the protection of workers in certain specified industries exist only in respect of two substances: the use of white (yellow) phosphorus in the manufacture of matches and the use of white lead in painting.

In the national legislation of various countries there are special regulations concerning employment in certain dangerous occupations or trades, either incorporated in the general laws, such as Factory Acts, labour codes or hygiene regulations, or issued separately. In Argentina, Australia (New South Wales), Austria, Bulgaria, Burma, Denmark, Finland, France, Greece, India, Norway, Peru, Poland, Sweden and the United Kingdom various special regulations or orders have been issued concerning dangerous or offensive occupations which supplement the more general regulations and have the same effect as a separate schedule of dangerous occupations laid down in other countries.

Use of Phosphorus.

12. A Convention on the subject of the prohibition of the use of white (yellow) phosphorus in the manufacture of matches was concluded at Berne on 26 September 1906.

In 1919 the International Labour Conference adopted the White Phosphorus Recommendation which recommended that each Member of the Organisation which had not already done so should adhere to the International Convention adopted at Berne in 1906 on this subject. The Berne Convention has been ratified by 34 countries and there are a few other countries which have adopted regulations on the same lines as those laid down in the Convention.

Use of Lead.

13. The White Lead (Painting) Convention, 1921, regulates the use of white lead in painting. The Convention has been ratified by 27 countries.

The Lead Poisoning (Women and Children) Recommendation, 1919, recommends certain measures to be taken to protect women and children against lead poisoning. There are special regulations in certain countries respecting work in processes, other than painting, in which lead is used. These countries are: Australia (New South Wales, Western Australia), Austria, Belgium, Bulgaria, Burma, Canada (Alberta, Manitoba, Ontario), Denmark, France, Germany, India, New Zealand, Norway, Peru, Poland, Uruguay and Venezuela. There are other countries where the list of dangerous or unhealthy trades includes processes other than painting among the scheduled trades subject to lead poisoning, e.g., Brazil, Italy, Iraq, Lebanon, Mexico and Syria.

Other Special Regulations.

14. Regulations specifying measures of protection for workers with X-rays and radioactive substances have been adopted in Australia (New South Wales), Belgium, Cuba, Denmark, France, Germany, Norway, Peru, Sweden, the United Kingdom and Uruguay. Similar protective measures are prescribed for work with benzine and other volatile solvents in Austria, Belgium, Canada (Alberta, Manitoba, Ontario and Saskatchewan), France, India and the United States (Massachusetts).

Protective measures are laid down in various national regulations in respect of occupations involving the risk of carbon monoxide poisoning, the ceramic industry, work in compressed air, work in the tobacco industry, work in foundries, work involving the handling of hides and skins and infection with anthrax, work involving poisoning by arsenic and mercury, and work involving exposure to harmful dust.
ANNEX B

Reduction of Working Hours as a Consequence of Rising Labour Productivity

INTRODUCTION

1. The Governing Body will recall that the American Federation of Labor had invited the Economic and Social Council to place on the agenda of its Tenth Session (January 1950) an item concerning the international reduction of working hours as a consequence of rising labour productivity and that the Council, on the recommendation of its Agenda Committee, decided to refer this question to the I.L.O. without preliminary debate in the Council, for such action as the I.L.O. might consider necessary.

2. The Governing Body will also recall that at its 111th Session (Geneva, March 1950) the International Organisations Committee, having noted that the Director-General's Report to the 33rd Session of the Conference (June 1950) would include an examination of the problem of labour productivity, decided to postpone consideration of the item referred to it by the Economic and Social Council until the Conference had had an opportunity to discuss the broad aspects of the problem.

3. It should be noted in this connection that during the discussion of the Director-General's Report at the 33rd Session of the International Labour Conference the principle that the workers should be given a fair share of the benefits accruing from increased productivity was affirmed by many speakers; on the other hand the question of the relationship between hours of work and productivity was not discussed to any great extent.

4. At its 112th Session (Geneva, May-June 1950) the Governing Body unanimously decided that the Office should prepare a report on legislation and practice concerning the question of the international reduction of working hours as a consequence of increased productivity, and that this report should be submitted to the 113th Session of the Governing Body. It was understood that this decision was entirely without prejudice to any further decision which the Governing Body might take with regard to placing this question on the agenda of the Conference.

5. The report requested by the Governing Body is given in this note and is divided into two parts. The first part deals with action taken in the past by the International Labour Organisation with regard to reduction of hours of work; the second contains an examination of national legislation and practice regarding this matter.

From this report the following considerations and conclusions arise.

The Level of Hours of Work in the International Conventions

6. From the international point of view the principle of the 8-hour day and 48-hour week may be said to be now firmly established. The Hours of Work (Industry) Convention, 1919, which came into force on 13 June 1921, has been ratified by 27 countries and the Hours of Work (Commerce and Offices) Convention, 1930, which came into force on 29 August 1933, has been ratified by 11 countries.

7. The efforts made by the International Labour Organisation to promote a further reduction of hours of work in industry as a whole or in particular branches of industry below the standards established by the two Conventions mentioned above have, however, so far met with only limited success. The Forty-Hour Week Convention, 1935, which contains a declaration of the principle of the 40-hour week and contemplates its application to classes of employment in accordance with detailed provisions to be prescribed by separate Conventions, has not yet come into force and has been so far ratified by one country only.

8. Of the five international Conventions adopted by the Conference limiting the hours of work in particular industries to less than 48 a week, only the Sheet-Glass Works Convention, 1934, and the Reduction of Hours of Work (Glass-Bottle Works) Convention, 1935, have come into force. Both these Conventions provide for an average working week of 42 hours.

The Level of Hours of Work in Industry Prescribed in National Regulations

9. At the national level, so far as industry as a whole is concerned, the 8-hour day (sometimes 9 hours in view of the establishment of the 5½-day week) is applied almost generally. The 48-hour week in industry constitutes the prevailing norm in the great majority of countries, including Argentina, Austria, Belgium, Bolivia, Brazil, Bulgaria, various Canadian provinces, Chile, Colombia, Czechoslovakia, Denmark, France, Germany, Hungary, India, Iran, Italy, Japan, Luxembourg, Mexico, the Netherlands, Norway, Pakistan, Peru, the Philippines, Portugal, Rumania, Sweden, Switzerland, Turkey, Uruguay and Venezuela.

10. Statutory regulations applying to industrial undertakings in general fix a maximum week of 47 hours in Finland; 46 hours in Poland and the Union of South Africa; 45 hours in Panama; 44 hours in Burma, the Canadian provinces of British Columbia and Saskatchewan, Cuba and Ecuador. In the

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1 For further details see below, paragraphs 31-55.
2 Sheet-Glass Works Convention, 1934; Reduction of Hours of Work (Glass-Bottle Works) Convention, 1935; Hours of Work (Coal Mines) Convention (Revised), 1935; Reduction of Hours of Work (Public Works) Convention, 1936; and Reduction of Hours of Work (Textiles) Convention, 1937.
3 For further details see below, paragraphs 56-71.
United Kingdom, the prevailing hours of work in industry, as determined by collective agreements, are from 44 to 45 hours.

11. In Australia, New Zealand and the United States, a 40-hour week in industry is usual and Canada is moving in the same direction. Elsewhere it is more an exception in special circumstances than a general rule and the hours of work are generally in excess of this limit. It is true that in France the hours of work were reduced to 40 a week in 1936, but an Act of 1946 instituted a régime of supplementary hours, in the application of which the actual hours of work amounted to about 45 per week.

12. A working week of less than 40 hours is most unusual and is found only occasionally in a small range of industries or establishments.

13. In a number of countries the case of workers engaged in particularly dangerous, unhealthy or disagreeable occupations, or in occupations requiring considerable muscular effort, the hours of work are frequently reduced.

14. On the other hand, the limits mentioned above are sometimes exceeded in countries in which special arrangements have been instituted for necessarily continuous work, intermittent or seasonal work, etc., and, sometimes, in the transportation industry.

15. It needs to be added that it was only recently that the hours of work were reduced and fixed generally at 48 a week in Asian and Middle Eastern countries and at 40 in Australia. Since the end of the war there has also been a marked tendency towards the establishment of shorter hours of work in the dangerous, unhealthy or particularly laborious occupations, for night work and for continuous work (without stopping on Sundays). Moreover, the rate of wages for overtime has been raised in a number of countries beyond the minimum rate of one and a quarter times provided for in the Hours of Work (Industry) Convention (Washington, 1919) and the introduction of holidays with pay has also had the effect of reducing the number of working days in the year.

Complexity of the Problem

16. The problem of the international reduction of hours of work is extremely complex because national regulations vary from country to country in relation to many different factors such as the economic and social background, the climate, the time of the day when work is performed, the different occupations, the nature of the work, and so on.

17. In these circumstances any action aiming at achieving a general reduction of hours of work at the international level meets with great difficulties and must necessarily be based on a thorough examination of all the various situations and circumstances which are involved.

Problems which May Form the Object of Further Studies

18. Since the end of the second world war only a few countries or territories do not have regulations limiting, as a general norm, the hours of work in industry and very often in commerce and offices to a maximum of 8 per day and 48 per week. However, apart from agriculture, which presents an entirely different problem, there is still room for progress in certain sectors such as handicrafts or small workshops, small retail businesses, entertainment enterprises, the catering industry, hospitals, etc. On the other hand, difficulties of various kinds are encountered in the application of regulations concerning hours of work in autonomous States or dependent territories which have only recently developed their industries and where labour inspection services and trade unions are not yet strongly constituted. Investigations in these different domains would be necessary and, without doubt, justified in order to ascertain exactly the regions and activities where the international standard maxima of 8 and 48 hours are still being exceeded.

19. Another aspect of the problem which may warrant consideration is that of the reduction of hours of work in industries or activities where work is particularly unhealthy, dangerous, tiring or disagreeable.

20. With regard to the demands of the workers, often repeated, that longer periods of rest and leisure should be granted to them as a share in the benefits which society derives from technical progress, it should be noted that, although industrial progress has generally been accompanied by a reduction in hours of work, it is not always clear whether or to what extent this reduction has been the direct result of increased labour productivity or rather of other factors such as the development and strengthening of the trade union movement.

21. Another problem which arises in modern industry is that new methods of production sometimes require from workers a more intense effort, physical or intellectual, than the older methods. For instance, by increasing the speed or the number of the machines which one worker has to tend, fatigue and the consequent decline of efficiency set in within a shorter period of time. When that is the case a reduction in the hours of work may benefit the workers concerned without reducing their productivity.

Hours of Work and Living Standards

22. Provided Governments maintain conditions of full employment, productivity increases can be regarded as furnishing opportunities for improvements in living standards. Increased leisure will be one of the ways in which workers will choose to improve their living standards. In the long run, as productivity

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increases, supplies of material goods and services can increase at the same time as hours of work are being reduced. This reduction, as the International Labour Organisation has consistently affirmed, particularly in the Convention concerning the reduction of hours of work to 40 a week, should not in any way reduce the standard of living of workers. However, when a reduction of hours is made, especially when it is substantial and applied generally throughout an economy, there will be an immediate, short-run decrease in the supply of material goods and services, although it will probably not be proportionate to the reduction of hours, as productivity is likely to increase immediately as a direct result of the reduction of hours. Such short-term reduction of workers' consumption of material goods and services will be offset by the increase of leisure. Moreover, the reduction in supply will be made good as productivity continues to increase.

**Hours of Work and Expenditure other than for Consumption Purposes**

23. Where, in order to increase leisure, hours of work are reduced below the optimum level which yields maximum output, national production will of course be lower than if hours had not been so reduced. From the point of view of the community as a whole such a reduction will be least desirable in periods when expenditure other than for consumption purposes is running at high levels. For instance, when heavy expenditure is being undertaken for post-war reconstruction, for defence, or for investment designed to improve capital equipment or to expand it so as to provide for a growing population, the need for production will be high and the community will be the less able to forgo goods and services in order to increase leisure.

**Conclusions**

24. In view of all the circumstances mentioned above, it seems that before including in the agenda of the Conference, as a separate item, the question of the reduction of hours of work or of certain aspects of this problem with a view to adopting Conventions or Recommendations, it might be opportune first to prepare the ground for such action by giving the Conference an opportunity to proceed to a general debate on these problems. For that purpose, a general report dealing with the reduction of hours of work in industry in relation to technical progress and increasing productivity could be submitted to the 1952 Session of the Conference. This report could also take into account certain special and important aspects of the question such as the regulation of overtime and the limitation of hours of work in dangerous, unhealthy or particularly disagreeable occupations, shift work, night work, etc. An exchange of views on these questions would bring to light the opinion of all those concerned and should facilitate the mapping out of future developments.

25. In order to examine the matter more closely, a second step could be taken the following year by including in the agenda of the Conference, as a separate item, the question of the reduction of hours of work. The Conference could then consider the general principles upon which States Members could base their policy for a gradual reduction of hours of work and indicate the objectives towards which they should direct their efforts.

26. The Conference might also wish to define practical methods particularly appropriate to attain these objectives in industry generally or in particular industries or in respect of special activities or categories of workers. In this connection the Conference might, for instance, give consideration to the following points:

1. States Members should establish or maintain appropriate and effective machinery designed to give effect in their respective countries to the policy of gradual reduction of hours of work adopted by the International Labour Organisation.

2. Such machinery might be either bipartite or tripartite in character in accordance with national laws and practice.

3. In the determination of hours of work and of penalty rates for overtime and night work, full consideration should be given to the opportunity provided by increases in productivity for improving living standards in the form of increased leisure.

4. In order to ensure the effective application of the principle set out in paragraph (3) above, pertinent information should be collected and made available to negotiating parties, concerning on the one hand productivity in industry as a whole and in particular branches of industry and, on the other, the current needs of the economy for increased material production for expanding capital equipment or undertaking defence expenditure.

5. Particular consideration should be given to the reduction of hours of work of workers engaged in dangerous, unhealthy or particularly heavy and disagreeable work.

6. Where appropriate, consideration should be given to the reduction of the hours of work of shift workers by means of an increase in the number of shifts.

7. Where appropriate, consideration should be given to reducing the yearly average of hours of work by lengthening the period of holidays with pay and increasing the number of public holidays with pay.

27. It will be for the Governing Body to determine whether the discussion of the reduction of hours of work should be governed by the double-discussion procedure and for the Conference to decide whether its conclusions should be embodied in Recommendations or Conventions.

28. If it were thought more advisable, as a first step, to adopt one or more Recommendations on the subject, it would still be possible for the Conference to consider later, once the Recommendations adopted had had practical and sufficiently widespread effects, the adoption of Conventions fixing more precise obligations and more stringent rules.
29. The development outlined in the preceding paragraph is similar to that which followed the adoption by the Philadelphia Conference of the Recommendations concerning income security and medical care. Progress achieved in the majority of the countries in the field of social security since 1944 has later permitted the International Labour Organisation to give consideration to a new general Convention concerning objectives and minimum standards of social security, which will be discussed at the next session of the International Labour Conference (1951).

30. If the Governing Body agrees to adopt this course of action also in the case of the reduction of hours of work, the Governing Body could review the results obtained during the succeeding phases of this procedure and, in the light of the results thus obtained, it could prepare the way for further work of the International Labour Conference.


31. The action of the I.L.O. with a view to the limitation of hours of work has passed through two main stages. During the first, from 1919 to 1930, efforts were directed towards the framing of international Conventions on the eight-hour day and the 48-hour week. The second stage, which began in 1931, was characterised by a number of attempts to introduce into international legislation the principle of the reduction of the working week to 40 hours. This second phase was interrupted by the second world war. Since the end of the war, I.L.O. action at the international level on the question of hours of work has been confined to the revision of the Hours of Work and Manning (Sea) Convention, 1936, and to the examination of the question within the Industrial Committees.

Generalisation of the Eight-Hour Day and the Forty-Eight-Hour Week (1919-1930)

32. The adoption of the eight-hour day and 48-hour week was the first objective of the I.L.O. The first international labour Convention, adopted at the First Session of the International Labour Conference, held in Washington in 1919, limited hours of work to eight in the day and 48 in the week in industrial undertakings. This Convention has been ratified by 27 countries.

33. It was not until 11 years later, at its 1930 Session, that the Conference adopted a Convention (No. 30) concerning the eight-hour day and 48-hour week in commerce and offices, which has now been ratified by 11 countries.

34. With regard to maritime employment, a Convention (No. 57) on the subject was not adopted until 1936. A new Convention (No. 76) constituting a complete revision of the 1936 Convention was adopted in 1946, and this in turn was partly revised in 1949 (Convention No. 93).

35. In addition, a Convention (No. 67) was adopted in 1939 regulating hours of work and rest periods in road transport, which, although based on a 48-hour week, nevertheless represented a measure of progress, because the limitation applied to a normal working period including periods which, under Convention No. 1, would have justified extensions of working hours. This Convention has not come into force.

First Reductions of the Working Week below Forty-Eight Hours

36. In 1931, therefore, the 48-hour week had been endorsed by two international Conventions, one applying to industry and the other to commerce and offices. As early as 1929, however, fresh efforts had been made within the Organisation to reduce hours of work in coal mines on the one hand and in automatic sheet-glass works on the other. In the case of coal mines, these efforts resulted in 1931 in the adoption of a Convention (No. 31), which was revised in 1935 (Convention No. 46), limiting time spent in the mine to 7½ hours a day and prohibiting work on Sundays. This Convention has not come into force and the question of its revision is on the agenda of the present session of the Governing Body.1 With regard to sheet-glass works, a Convention (No. 43) was adopted in 1934 limiting to an average of 42 hours the working week of persons employed on necessarily continuous operations. This Convention has been ratified by eight countries.

First Attempts towards the International Regulation of Hours of Work on the Basis of a Forty-Hour Week

37. In 1929-1930 the world was overtaken by a serious economic depression and there were soon tens of millions of workers out of employment. Reduction of hours of work was then contemplated as a means both of mitigating the consequences of this growing unemployment and of securing for the workers a share in the profits resulting from technical progress.

38. Between 1931 and 1934 there were frequent references both in the Governing Body and at the Conference to the principle of the reduction of the hours of work. In 1933 and 1934 the Conference endorsed this principle by substantial majorities, but it did not prove possible to adopt the general draft Conventions placed before the Conference concerning the introduction of a 40-hour week in industrial undertakings and in commercial establishments respectively.

1 See below, Appendix XVII, Fourth Supplementary Report of the Director-General, p. 157.
In 1935 the question was approached again from another angle. A single draft Convention was laid before the Conference providing for the reduction of hours of work in all economic activities, to be applied industry by industry. The five industries contemplated at the outset were: public works undertaken or subsidised by Governments, iron and steel, building and public works, glass-bottle works, and coal mines.

The Conference adopted the Convention (No. 47) on the principle of the 40-hour week, the reduction of working hours being regarded as a means of relieving the workers from the poverty and privation consequent upon unemployment and also as a means of securing for the workers a share in the benefits resulting from technical progress. It was stipulated that the 40-hour week should be applied in a manner which would not involve any lowering of the standard of living of the workers. The ratifying States declared their approval of the taking or facilitating of measures regarded as appropriate for bringing this about and undertook to apply the 40-hour week to the various classes of employment in accordance with the detailed provisions to be laid down by separate Conventions. This Convention has been ratified by New Zealand only.

So far as the measures of application were concerned, the Conference adopted only the Convention (No. 49) concerning the reduction of hours of work in glass-bottle works, the provisions of which are similar to those contained in the Sheet-Glass Works Convention adopted the previous year. This Convention has been ratified by seven countries. The proposed draft Conventions concerning public works and concerning building and civil engineering did not secure the necessary two-thirds majority on the final vote. In the case of the proposed drafts concerning the iron and steel industry and coal mines, the Conference rejected the single-discussion procedure.

The four proposed draft Conventions which remained in suspense were referred to the 1936 Session of the Conference, which also had before it the further question of the application of the Convention of principle to the textile industry. The draft Convention (No. 51) concerning public works was the only one adopted. The drafts prepared for building and civil engineering, iron and steel and coal mines did not secure the necessary two-thirds majority and that for the textile industry was dealt with by first discussion only. In the case of each of these industries the Conference requested the Governing Body to consider the desirability of calling tripartite conferences with a view to reaching agreement on the subject of hours of work. A tripartite conference for the textile industry was held in Washington in April 1937.

At its 1937 Session the Conference adopted a draft Convention (No. 61) introducing the 40-hour week in the textile industry. It also had before it the question of the reduction of the hours of work in the printing and allied trades and in the chemical industry, for each of which a preparatory tripartite meeting had been held at the end of 1936. The Conference accepted the single-discussion procedure for both these industries but did not adopt the draft Conventions submitted to it, since they both failed to secure the requisite two-thirds majority.

Of these four Conventions, namely, the Convention on the principle of the 40-hour week and the Conventions for its application to glass-bottle works, public works and the textile industry, the Convention on glass-bottle works is the only one to have come into force. Only one country, New Zealand, has ratified the other three.

Further Efforts towards the Generalisation of the Reduction of Hours of Work (1938-1939)

In view of the fact that the action taken within the I.L.O. since 1931 for the reduction of hours of work to 40 in the week had resulted by the end of the 1937 Session of the Conference only in the adoption of a Convention of principle and of three Conventions applying the principle to textiles, public works and glass-bottle works respectively, the workers’ representatives became disturbed at this slow rate of progress and submitted to the Conference a resolution, which was adopted, urging that the attempt to generalise the reduction of hours of work should be resumed on a new basis with a view to framing very general regulations applicable to all workers not covered by the Conventions already adopted.

As a result, in 1939, on the basis of the reports considered at the previous session, three draft Conventions were submitted to the Conference concerning the reduction of hours of work in industry, commerce and offices, and coal mines.

Since the middle of 1937, however, the trend of development had begun to be reversed. The main factor affecting the general situation, and the only one which need be mentioned here, was the political insecurity which led to rearmament and to the extension of hours of work in national defence industries.

When the 1939 Session of the Conference met the movement in favour of the reduction of hours of work had been checked or even reversed in many countries, and had lost much of its vigour in others. In this new situation the Conference decided that the discussion on the generalisation of the reduction of the hours of work should be postponed. The war began very soon after.

In short, the reduction of hours of work to less than 48 had been the subject, before the second world war, of the following Conventions:

A Convention laying down the principle, the Forty-Hour Week Convention, 1935 (No. 47), which has not come into force and has been ratified only by New Zealand;
Three Conventions applying the principle of the 40-hour week:

Reduction of Hours of Work (Glass-Bottle Works) Convention, 1935 (No. 49), which has come into force and been ratified by seven countries;

Reduction of Hours of Work (Public Works) Convention, 1936 (No. 51), which has not come into force and has been ratified only by New Zealand;

Reduction of Hours of Work (Textiles) Convention, 1937 (No. 61), which has not come into force and has been ratified only by New Zealand.

Although it is not included among the Conventions applying the principle of the Forty-Hour Week Convention, the Sheet-Glass Works Convention, 1934 (No. 43) also provides for a reduction of hours of work below 48; this Convention has come into force and has been ratified by eight countries. Reference should also be made to the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46), which has not come into force and has been ratified only by Cuba and Mexico, which provides that the daily hours of presence in the mine shall be 7 3/4 hours and prohibits working of the mine on Sunday; the consequent weekly hours of work are 46 1/4 hours.

Situation since the War: The Industrial Committees and the Reduction of Hours of Work

50. After the war the general movement in the direction of the reduction of hours of work remained, and still remains, restricted by the claims of reconstruction and the carrying out of development plans. Within the competence of the I.L.O. its effects have been confined to the field of activity of the Industrial Committees, which began to work in 1945.

51. Thus, the Textiles Committee adopted at its First Session (Brussels, November 1946) a resolution concerning the reduction of hours of work which expressed the opinion that the time had come for every State Member to make known its attitude towards an early ratification of the Hours of Work (Textiles) Convention, 1937.

52. The Building, Civil Engineering and Public Works Committee at its First Session (Brussels, November-December 1946) adopted a resolution concerning general conditions of work, which requested the Governing Body to place on the agenda of an early session of the Committee the question of the 40-hour week.

53. The Petroleum Committee at its Second Session (Geneva, November 1948) adopted, by 29 votes to 20, with 8 abstentions, a resolution concerning hours of work in the petroleum industry, in which it expressed the opinion that a normal working week of 40 hours was a desirable aim, and that all countries should work towards this end as soon as economic conditions allowed.

54. The Chemical Industries Committee at its Second Session (Geneva, April 1950) had before it a proposal by the United Kingdom Government member, supported by the Workers' members, asking the Governing Body to place on the agenda of the Third Session of the Committee the question of "arrangements with regard to extra rates for overtime and the determination of overtime in conjunction with a shorter work-week". The proposal was not adopted, since 12 members voted for it and 12 against.

55. The Coal Mines Committee at its Third Session (Pittsburgh, April 1949) adopted a resolution concerning hours of work in coal mines, which asked that the I.L.O. should be instructed to prepare, on the basis of an enquiry, a draft text for a revised Convention limiting hours of work in coal mines. It is as a result of this resolution that the Governing Body has before it at its present session the question of the revision of Convention No. 46.

II. NATIONAL REGULATION OF HOURS OF WORK

Systems of Regulation

56. The most usual national systems of regulation of hours of work can be divided into two main groups: systems which leave chiefly to legislation the task of regulating hours of work and which take the form of laws and regulations by the public authority, and those which rely on autonomous action by the individual occupations and industries and result in collective agreements, arbitration awards, etc. The first group covers most countries of the continent of Europe, Latin America, the Near and Middle East and Asia. The second group includes, in general, most of the English-speaking countries and some other countries in which collective bargaining is firmly established. The two systems do not generally occur to the exclusion of each other; they may co-exist in the same country, applying to different occupations or persons.

57. These two systems of regulation, apart from their legal differences, possess, when considered as a whole, special characteristics. Legal regulation is most often based on limitation of normal hours of work as well as of overtime; the other forms are chiefly based on the cost of overtime and fix a weekly or daily limit beyond which overtime, which is unlimited, is paid at a very much higher rate. The tendency of the first system of regulation is to regard the reduction of hours of work as meaning essentially a direct lessening of the normal number of hours of work permitted, with overtime as an exception and subject to limitation. The second system regards reduction of hours of work as meaning principally reduction of the number of hours of work after which the agreed increased wage shall apply, without limitation of overtime; but, merely by the increased cost of production resulting from the increased payment for overtime, the actual hours of work of each worker tend to be reduced.
Present Level of Hours of Work

58. The situation of the level of hours of work, taken as a whole, can be summarised as follows. In principle, the eight-hour day, at least for manual workers, is not disputed. Moreover, work on Saturday is often reduced to six or four hours for the purposes of the "English" week. The legal limit of hours of work seems to be fixed at more than eight hours only in Afghanistan (nine hours during the first six months of the year and eight hours during the other six months) and in Egypt (nine hours). In Egypt, however, collective agreements provide for an eight-hour day. Elsewhere the eight-hour day is not exceeded, as a rule, except in certain activities or occupations which involve periods of waiting or light or intermittent work, or again in exceptional circumstances, generally of a temporary nature, or to allow the introduction of the "English" week or the five-day week. Periods of less than eight hours are provided either for particularly unhealthy, arduous or dangerous work, or for work at night, or for special categories of workers, such as office staff for example, who, in many countries, work only six or seven hours a day.

59. There is more diversity in the working week. Periods longer than 48 hours are now as a rule rare (Afghanistan, Egypt) (see the preceding paragraph). In other countries they apply in particular to necessarily continuous work—day, night and Sunday—to intermittent work, to some seasonal occupations and sometimes to transport.

The 48-hour week is the normal standard in the majority of countries. While shorter periods have been introduced in some countries, it has, on the other hand, become the standard in several Asian countries (India, Pakistan, Japan, etc.), and has been adopted outright in other countries, such as most of the countries of the Near and Middle East.

60. Countries in which the 48-hour week applies can be classed in three main groups:

(a) Those in which the 48-hour system introduced between the two world wars was not affected by the reductions which occurred between 1935 and 1939, e.g., in Europe: Austria, Bulgaria, Germany, Greece, Ireland, the Netherlands, Norway, Rumania, Portugal, Sweden, Switzerland, Turkey, etc.; in America: several Canadian provinces and most countries of Latin America.

(b) Those in which the 48-hour week, also introduced between the two wars, was reduced during the years preceding the second war, either for all forms of employment or some of them, e.g., Belgium, Czechoslovakia, Italy, Luxembourg, etc., and which since the war have reverted to the 48-hour week by repealing or suspending the measures taken to reduce hours.

(c) Those which have applied the 48-hour week since the end of the second world war only (Asian countries and countries of the Near and Middle East).

61. The 40-hour week is actually applied in a general manner in three countries: Australia, New Zealand and the United States. It is applied in Canada in some undertakings and in some other countries as an exception. In France, the 40-hour system is still retained in principle but a special overtime system is permitted, resulting in an effective working period of more than 40 hours.

62. Periods of less than 40 hours, apart from special cases (such as dangerous or unhealthy work) or activities governed by special economic conditions, scarcely exist except in a relatively few industries or undertakings, particularly in the United States.

63. Between the countries which apply the 48-hour week and those which apply the 40-hour week or less, there are several others in which weekly hours of work fall between these two limits: 42, 44, 45, 46 or 47 hours, generally resulting from the suppression of work on Saturday afternoon. Among these countries are the United Kingdom, Poland, Finland, Burma, some Republics of Latin America—Cuba, Ecuador and Panama, for example—some Canadian provinces, the Union of South Africa, etc.

64. In short, since the end of the last war, national regulation of hours of work in a number of countries has shown a tendency to reduce hours of work similar to that shown after the first world war. Some countries have gone from the 60- or 54-hour week to the 48-hour week, others from 48 to 46, 45 or 44 hours. There are some cases in which hours of work have been reduced from 44 to 40, while some countries of slight industrial development which had no legislation on hours of work have introduced legislation which, as a rule, applies the eight-hour day and 48-hour week. But at the present time the situation as a whole seems to be stabilised.

65. In addition to the general tendency already mentioned affecting the reduction of hours of work after the second world war, which took different forms and had different results in several countries and now seems to have halted, some other special tendencies in the regulation of the level of hours of work also call for attention.

Special Systems

66. One of these tendencies is to fix shorter hours for work which is considered dangerous, unhealthy or particularly strenuous. Bulgaria, Poland, Rumania and Yugoslavia, for example, have recently adopted measures on this subject. A large number of labour codes or general labour laws in the countries of Latin America and of the Near East which have been adopted or amended in the last ten years also provide for reductions in hours of work on these grounds or limit the amount of overtime which may be worked in these forms of employment.

67. Another tendency in the regulation of hours of work by law or agreement is the distinction more and more often drawn between day and night work, in order to give night work more favourable treatment in comparison with day work as regards length or pay.
68. In continuous work—day, night and Sunday—some reduction in the average weekly length is perceptible and in many countries the period is now less than the 56 hours for which the Washington Convention provided.

Payment of Overtime

69. For some years past there has also been a perceptible increase in the additional payment provided by law or collective agreement for overtime. At the same time, greatly increased rates tend to prevent an abuse of overtime. The increased rate of 25 per cent., laid down as a minimum by the Washington Convention and which was for long the most usual, has yielded in many countries to a much higher rate. The most usual increase at present is 50 per cent. Some regulations fix the increase at 100 per cent. The latter rate is frequent after the first two hours of overtime by day or for overtime at night, on the weekly rest day or on a legal public holiday.

Rest Periods during the Day

70. Without affecting the actual number of hours, other tendencies have affected the distribution of hours of work so as to regulate more strictly rest periods and the total length of the working day.

Vacations and Public Holidays

71. The problem of hours of work cannot be considered apart from that of paid vacations and legal public holidays without work and with pay. The remarkable extension of paid vacations in the last 15 years, together with the increase in the number of public holidays without work and with pay, has greatly reduced the number of days and of hours of work performed by each worker during the year.
APPENDIX III

THIRD ITEM ON THE AGENDA

ACTION TO BE TAKEN ON RESOLUTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 33RD SESSION

1. The present paper contains suggestions for dealing with the resolutions adopted by the International Labour Conference at its 33rd Session (Geneva, June-July 1950).¹

A. Resolution concerning Action against Unemployment.

2. In this resolution the Conference, while recognising that unemployment still involves serious hardship to considerable numbers of workers and that the fear that mass unemployment may develop still results in a feeling of insecurity for all workers, stated its belief that both mass unemployment and underemployment are social evils which can be eradicated, without prejudice to the fundamental freedom of individuals, by appropriate policies. The Conference accordingly recommended the establishment of adequate systems of unemployment benefits and allowances, the provision of adequate economic information services and administrative machinery for carrying out a full employment programme, the adoption of preventive and compensatory measures to maintain a level of aggregate demand conducive to full employment, the development of employment services, the promotion of economic development in countries suffering from a shortage of capital, and the adoption by individual Governments and appropriate international organisations of policies to prevent the spread of depressions from one country to another. The Conference also called the attention of Governments to the possibility of an international labour Convention on the subject of full employment. It requested the Governing Body—

(1) to take from time to time such further action as it may consider effective and appropriate to promote the solution of those problems of full employment and rising living standards which fall within the special province of the International Labour Organisation;

(2) to communicate the resolution to the United Nations for consideration by the Economic and Social Council at its Eleventh Session;

(3) to communicate the resolution to all specialised agencies which have responsibility for taking specific action in the fields with which it deals;

(4) to co-operate closely with the United Nations, the other specialised agencies and other inter-governmental organisations concerned in furthering international action designed to contribute to the achievement of full employment and rising living standards.

3. In accordance with the second and third of the requests made by the Conference, the Governing Body at its 112th Session instructed the Office to communicate the resolution to the United Nations and to the specialised agencies concerned, together with the record of the relevant discussion in the Conference. These communications were duly made and the resolution and accompanying record were circulated to the Economic and Social Council on 6 July 1950 as document E/1744 and annex. They were also brought to the notice of the Fifth Session of the United Nations General Assembly in document A/1358.²

4. The Governing Body will no doubt wish to take note of the first and fourth requests of the Conference and to keep them in mind in planning the future activities of the Organisation.

B. Resolution concerning the Extension of Compulsory Education and the Provision of Facilities for Adult Education.

5. In this resolution the Conference expresses the hope that the United Nations, the United Nations Educational, Scientific and Cultural Organisation and the International Labour Organisation will cooperate, as appropriate, in assisting Governments to establish programmes designed to achieve the aims which the resolution describes.

The Director-General proposes to communicate this resolution to the Secretary-General of the United Nations and the Director-General of U.N.E.S.C.O.

C. Resolution concerning Regional Conferences.

6. This resolution does not call for any action by the Governing Body.

¹ For the text of these resolutions, see I.L.O.: Official Bulletin, Vol. XXXIII, No. 2, 1 August 1950, pp. 55-71.
² The decisions taken by the Economic and Social Council and the General Assembly on the subject of full employment are dealt with in the report of the International Organisations Committee (see below, Appendix XV, paragraphs 18-20).
D. Resolution concerning International Action relating to Labour Problems in Agriculture.

7. This resolution expresses satisfaction that agricultural questions are once again being placed before the Conference and requests the Governing Body to consider including successively in the agenda of future sessions other questions which are considered ripe for international action. It specifically requests the Governing Body to examine the possibility of placing on the agenda of a forthcoming session the revision of the international regulations concerning social security in agriculture; and to consider the possibility of placing on the agenda of a future session the questions of vocational training in agriculture, the regulation of hours of work of wage earners in agriculture, the agricultural aspects of manpower and employment problems, and problems regarding safety and hygiene raised by mechanisation and the use of chemicals in agricultural work. Lastly, it requests the Governing Body to instruct the Office to continue its studies of special problems in agriculture affecting the life and conditions of employment of agricultural workers of various categories in underdeveloped countries and to examine the possibility of placing them on the agenda of regional conferences of the International Labour Organisation or of other meetings under the auspices of the Organisation.

8. The general question of the objectives and minimum standards of social security is already upon the agenda of the next session of the Conference. The Governing Body will no doubt wish to bear in mind the other requests in the resolution when it has to consider the agenda of future sessions of the Conference, regional conferences or other meetings, as the case may be.

E. Resolution concerning Protection of the Property of Employers’ and Workers’ Organisations.

9. In this resolution the Conference requests the Governing Body to instruct the Office to prepare, with a view to early consideration by the Conference and such other action as the Organisation may deem appropriate, a comprehensive report containing a statement of the law and practice of the different countries with regard to the protection of the property of employers’ and workers’ organisations against distraint or similar legal process. The Governing Body is invited to instruct the Office to submit such a report to an early session of the Governing Body, so that it can give such effect to the resolution as it may deem appropriate.

F. Resolution concerning the Termination of Individual Contracts of Employment.

10. In this resolution the Conference requests the Governing Body to instruct the Office to prepare, with a view to early consideration by the Conference and such other action as the Organisation may deem appropriate, a statement on the law and practice of the different countries with regard to the termination of individual contracts of employment. The Governing Body is invited to instruct the Office to submit such a report to an early session of the Governing Body, so that it can give such effect to the resolution as it may deem appropriate.

G. Resolution concerning the Placing on the Agenda of the Next General Session of the Conference of the Question of Minimum Wage Fixing Machinery in Agriculture.

Resolution concerning the Placing on the Agenda of the Next General Session of the Conference of the Question of Industrial Relations, including Collective Agreements and Voluntary Conciliation and Arbitration.

Resolution concerning the Placing on the Agenda of the Next General Session of the Conference of the Question of Co-operation between Public Authorities and Employers’ and Workers’ Organisations.

Resolution concerning the Placing on the Agenda of the Next General Session of the Conference of the Question of Equal Remuneration for Men and Women Workers for Work of Equal Value.

Resolution concerning the Admission of the Republic of the United States of Indonesia to Membership of the International Labour Organisation.

Resolution concerning the Admission of Viet-Nam to Membership of the International Labour Organisation.


Resolution concerning the Adoption of the Budget for the 33rd Financial Period (1951) and for the Allocation of Expenses among States Members for 1951.

Resolution concerning the Arrangements for Financing the Extension to the International Labour Office Building at Geneva.

Resolution concerning the Contributions Payable to the Staff Pensions Fund of the International Labour Office in 1951.

Resolution concerning the Re-election of Members of the Administrative Board of the Staff Pensions Fund of the International Labour Office.

Resolution concerning the Election of Members of the International Labour Organisation Staff Pension Committee (United Nations Staff Pension Fund).

Resolution concerning the Appointment of Judges and Deputy Judges of the Administrative Tribunal.

II. These resolutions do not call for any action by the Governing Body.
APPENDIX IV

FOURTH ITEM ON THE AGENDA

RECORD OF THE CONFERENCE OF GOVERNMENTS CONCERNING RHINE BOATMEN

(Paris, 24-27 July 1950)

1. At its 110th Session (Mysore, January 1950), the Governing Body took note of the work of the Special Tripartite Conference concerning Rhine Boatmen. This Conference had unanimously adopted the technical articles of two Agreements (on social security and conditions of employment), as well as a report of its Steering Committee setting forth the views of the various delegations concerning the general clauses to be included in the two Agreements.

2. The Governing Body agreed that these texts should be communicated to the Governments represented at the Conference, the Central Commission for Rhine Navigation, the Secretary-General of the United Nations, and the other organisations represented at the Conference. It also authorised the Director-General to carry out a procedure proposed to give effect to the wishes of the Conference and to enable the Agreements to be adopted in their final form. Finally, it authorised the Director-General to convene a Conference of Governments in Geneva, if the Governments so desired.

3. The Director-General took steps to carry out these decisions. The Governing Body at its 112th Session (Geneva, June 1950) decided, however, to accept an invitation from the French Government to hold the Conference of Governments concerning Rhine Boatmen in Paris from 24 to 27 July 1950.

4. The Conference of Governments concerning Rhine Boatmen, convened by the International Labour Organisation, was therefore held in Paris from 24 to 27 July 1950. Representatives of the Governments of Belgium, France, the Federal Republic of Germany, the Netherlands, Switzerland, the United Kingdom and the United States attended the Conference. Representatives of the Central Commission for Rhine Navigation and the United Nations were also present. The Conference elected as its Chairman Mr. Lambert, Director at the Ministry of Labour and Social Security (France), and as its Vice-Chairman, Mr. Saxer, Director of the Federal Office of Social Insurance (Switzerland).

5. The Conference adopted in their final form the technical provisions and the general provisions of the two Agreements concerning the conditions of employment and the social security of Rhine boatmen. The Conference also adopted a Final Act, which stipulated that the two Agreements should be applied and interpreted in conformity with the record of decisions of the Conference. The Agreements are open for signature and ratification by the countries represented on the Central Commission for Rhine Navigation. They are to be signed at Geneva by plenipotentiaries of the Governments concerned before 1 October 1950, and ratified as soon as possible under the conditions laid down in the Agreements.

6. Under the Agreement concerning conditions of employment a tripartite committee is to be set up, composed of four representatives from each contracting State—two representing the Government, one representative of the employers concerned, and one representative of the Rhine boatmen. The Secretariat-General of the Central Commission for Rhine Navigation will provide the secretariat of the tripartite committee. The International Labour Office will participate in the work of the committee. The non-governmental representatives are to be appointed by the Governments in agreement with the most representative industrial organisations of employers or boatmen to whom the Agreement applies.

Each contracting country is to prepare an annual report concerning the application of the Agreement within its territory and the reports are to be submitted to the tripartite committee for examination. The tripartite committee will prepare each year a report containing its observations on the reports of the Governments. The report of the tripartite committee will be transmitted to each of the contracting Governments, to the International Labour Office and to the Central Commission for Rhine Navigation.

7. Under the Agreement concerning social security, an "Administrative Centre for the Social Security of Rhine Boatmen" will be established with the duties: (a) of assisting the persons interested in the application of this Agreement, in particular Rhine boatmen and members of their families, who may experience difficulties in obtaining the benefits of the provisions of this Agreement; and (b) of approaching the competent bodies with a view to solving individual questions in a practical manner. The Administrative Centre will consist, for each of the contracting States, of two representatives of the Government, one representative of the employers concerned and one representative of the Rhine

1 See Minutes of the 110th Session of the Governing Body, Seventh Sitting, pp. 92-95, and Appendix XIV, pp. 225-257.
2 For the text of these two Agreements and of the Final Act, see Official Bulletin, Vol. XXXIII, No. 3, 30 November 1950, pp. 97-122.
boatmen. It will adopt its own rules of procedure. The Chairman of the Administrative Centre will be a Government member. The Secretariat of the Administrative Centre will be provided by the Secretariat-General of the Central Commission for Rhine Navigation. The Secretary entrusted with the secretarial duties for the Administrative Centre will be appointed in agreement between the Administrative Centre and the Central Commission for Rhine Navigation. The non-governmental representatives are to be appointed by the Governments in agreement with the most representative industrial organisation of employers or workers to whom the Agreement applies.

Each of the contracting countries may establish on its territory a liaison office to be used by the Administrative Centre for the purpose of approaching the competent bodies of that country with a view to helping the persons interested in the application of this Agreement.

8. Instruments of ratification of the two Agreements are to be deposited with the Director-General of the International Labour Office, who will register them and notify their receipt to the countries represented on the Central Commission for Rhine Navigation.

9. Each Agreement will come into force in so far as concerns the riparian contracting countries and Belgium on the first day of the third month following that during which the last instrument of ratification by all countries riparian to the Rhine and Belgium was deposited. It will come into force for each of the other countries represented on the Central Commission for Rhine Navigation on the first day of the third month following that during which the instrument of ratification has been deposited by that country.

10. Each Agreement is concluded for a period of three years. It will be held to be extended thereafter from year to year by tacit agreement, subject to the right of each contracting country to denounce it by notification addressed to the Director-General of the International Labour Office. Such denunciation will take effect one year after its notification has been received.

If the Agreement is denounced by one of the contracting countries riparian to the Rhine or by Belgium, the Agreement will cease to apply to the other countries as from the date on which the denunciation takes effect.

11. In conformity with Article 102 of the Charter of the United Nations, the Director-General of the International Labour Office will communicate to the Secretary-General of the United Nations for registration every ratification and denunciation of which he is notified.

12. The following countries signed both Agreements before 1 October, as was required: Belgium, France, the Federal Republic of Germany and the Netherlands. Switzerland signed only one Agreement, that concerning social security.

13. The Governing Body is invited to take note of these proceedings.
APPENDIX V

FIFTH ITEM ON THE AGENDA

ARRANGEMENTS FOR THE FIFTH REGIONAL CONFERENCE OF AMERICAN STATES MEMBERS OF THE INTERNATIONAL LABOUR ORGANISATION

Invitation from the Government of Colombia

1. The Director-General has received from the Secretary-General of the Ministry of External Relations of the Republic of Colombia a letter, the text of which is annexed, inviting the Governing Body to decide that the Fifth Conference of American States Members of the Organisation should be held in Colombia.

2. It will be recalled that the four previous Conferences were held respectively in Santiago de Chile (January 1936), Havana (November 1939), Mexico City (April 1946) and Montevideo (April-May 1949). It has generally been considered desirable to hold each Regional Conference in a different country and Colombia would therefore appear to be a suitable meeting place for the next Conference. Under the present system of regional conferences, which is based on a three-year cycle covering the American Conference, the Asian Conference and the Near and Middle East Conference, the Conference in question is due to be held in 1952 and provision to that effect will be included in the Director-General’s proposals for the budget estimates for 1952, which will be submitted to the 114th Session of the Governing Body.

3. In these circumstances the Governing Body will no doubt wish to accept with gratitude the invitation graciously issued by the Government of Colombia and to convey to that Government its cordial thanks and appreciation.

4. Should the Governing Body decide to accept the invitation, it is suggested that the Director-General should be authorised to undertake the necessary negotiations with the Government of Colombia in respect of the date, place and other detailed arrangements for the Conference, bearing in mind that the most suitable date in relation to the I.L.O.’s general programme of activities for 1952, so far as can be foreseen at the present stage, would be in April 1952, at the first convenient date after Easter.

Agenda

5. After consultation with Governing Body members from the Americas, the Office puts forward the following proposals.

Director-General’s Report.

6. As in previous years, the Director-General’s Report would contain a general survey of the activities of the Organisation of special interest to American countries, giving in particular an account of the intensification of the work of the Organisation in the field of manpower, including migration and vocational training. It would further contain a substantial section devoted to the question of freedom of association in the Latin American countries. It would also, as usual, contain an appraisal of current developments in the industrialisation of Latin America, so as to provide the Conference with a background for a discussion of the social policy appropriate to these developments. Lastly, the Report would draw attention to the technical assistance programme of the I.L.O. in the American countries and to the possibilities of its future development.

Application and Supervision of Labour Legislation in Agriculture.

7. The Fourth Conference of American States Members of the Organisation (Montevideo, April-May 1949) adopted a resolution concerning conditions of employment of agricultural workers in the Americas. Thus the broad question of conditions of employment in agriculture has been considered by the Conference and it would be logical to deal with a more specific aspect of the question. In some countries where agriculture is the most important feature of the national economy a number of laws have been enacted, but effective measures of implementation and supervision have not been fully developed. Paragraph 16 of the Montevideo resolution drew attention to the importance of extending systems of labour inspection to agricultural activities, in accordance with the principles laid down in the Labour Inspection Convention, 1947 (No. 81), and the resolution concerning labour inspection adopted by the Third Conference of American States Members of the Organisation (Mexico City, April 1946). The question therefore seems particularly suitable for consideration by the Fifth Conference.
8. If the Governing Body decides that this question should be placed on the agenda, the Office would submit to the Conference a technical report bringing out the essential features of labour legislation in agriculture and suggesting steps which might be taken to apply effectively the provisions of laws and regulations and to organise an effective system of supervision and inspection.

Social Security: Achievements and Future Policy.

9. Social security was the principal item on the agenda of the first American Regional Conference, held at Santiago de Chile in 1936. On that occasion the Conference adopted what was, in effect, an Inter-American Social Security Code. There is no doubt that the impulse thus given to the social security movement in the region has contributed powerfully to the rapid and extensive growth of legislation which occurred in the American countries. In the 15 years that have elapsed since the Conference was held the number of countries possessing social security legislation designed to protect at least the industrial population against sickness, invalidity, old age and death has risen from one to twelve, while all but two of the countries have introduced schemes of a less extensive nature. Several distinct patterns can be observed in this legislation, although certain trends are especially characteristic of this region. But it can be generally affirmed of Latin America that social security institutions are called upon to play a more important role in social progress than is commonly expected of them in other parts of the world.

10. It is believed that the time has now arrived for the Conference to take stock of this extension of social security, which, however vast, is still far from complete. The discussion at the Conference should afford the opportunity to examine important problems encountered in the development of social security and the different conceptions of the role of social security in social policy as a whole, and to formulate recommendations for future action.

Methods of Remuneration of Salaried Employees.

11. Problems affecting salaried workers have a particular importance in the countries of the American continent and in many cases assume a special form, particularly in Latin America. With the exception of a resolution adopted by the Third Conference (Mexico City, April 1946) concerning the situation of professional workers, the Conference of American States Members of the Organisation has not previously been concerned with this question.

12. Although at first sight it might appear desirable to invite the Conference, in the light of a general report, to undertake a general discussion with a view to developing all the problems which should be made the subject of study, there is a danger, owing to the large number of groups involved, the multiplicity and variety of their problems and the marked differences which exist between countries, that a general discussion would not give sufficiently concrete results. It therefore seems preferable to select a limited question, the consideration of which might lead to conclusions of immediate value in guiding the Office. The specific question of methods of remuneration has the merit of being concrete and also of covering almost all groups of salaried employees and salaried professional workers. It is also believed that discussion of this question would be especially welcome to the categories of workers concerned. The report prepared by the Office would include a survey of the extremely complicated provisions concerning the remuneration of salaried employees and salaried professional workers in commerce and offices contained in the legislation of many Latin American countries. The discussion would not only afford an opportunity of reviewing some of the problems; it would also provide guidance for the work of the Office upon the question and any recommendations which the Conference might make could usefully be co-ordinated with the future work of the Advisory Committee on Salaried Employees and Professional Workers.

13. It is therefore suggested, that, in addition to the usual Director-General’s Report, the agenda should consist of the following items:

I. Application and supervision of labour legislation in agriculture;
II. Social security: achievements and future policy;
III. Methods of remuneration of salaried employees.

14. In convening the Conference the Director-General would urge upon the Governments the necessity of including in their delegations persons specially qualified to discuss the items on the agenda.

ANNEX

Letter from the Secretary-General of the Ministry of External Relations of the Republic of Colombia to the Director-General of the International Labour Office.

(Translation)

Geneva, 3 July 1950.

Sir,

I have the honour to inform you that the Government of Colombia would be glad if the Governing Body of the I.L.O. should decide to hold the Fifth Regional Conference of American States Members of the International Labour Organisation in Colombia.
2. My Government wishes to inform both yourself and the Governing Body of the International Labour Office that it is prepared to take all the necessary steps to ensure the success of this international gathering.

3. Furthermore, my Government leaves it to the discretion of the Governing Body of the International Labour Office to select the city in Colombia which will be most convenient as the meeting place for the Conference.

4. I should be grateful if you would be good enough to bring this letter to the attention of the Governing Body of the International Labour Office.

I have the honour to be, etc.,

(Signed) A. VÁZQUEZ CARRIZOSA,
Envoy Extraordinary and Minister Plenipotentiary,
Secretary-General, Ministry of External Relations.
APPENDIX VI

SIXTH ITEM ON THE AGENDA

ARRANGEMENTS FOR THE REGIONAL CONFERENCE FOR THE NEAR AND MIDDLE EAST

1. At its 111th Session (Geneva, March 1950) the Governing Body decided that a Near and Middle East Regional Conference should be convened in 1951 and fixed the agenda, on the understanding that proposals concerning the date and place of the Conference would be submitted to a later session. Provision for such a Conference has been made in the budget for 1951.

2. In a letter addressed to the Director-General, the text of which is annexed, the Government of Iran has stated that it would welcome the holding of the Conference in Teheran. The Office has been able to ascertain that adequate arrangements can be made to this end.

3. The Governing Body is therefore invited to decide that the Conference should be held in Teheran. The invitation would be accepted on the understanding, according to the usual practice, that the Government of Iran would undertake to assume half the expenses of the Conference.

4. The date suggested is from 9 to 21 April 1951; the Governing Body will be asked to decide upon this date in connection with the eighteenth item on the agenda (Programme of Meetings).

5. It is suggested that the following countries should be invited to participate in the Conference: Afghanistan, Egypt, Greece, Iran, Iraq, Israel, the Hashemite Kingdom of Jordan, the Lebanon Republic, Saudi Arabia, Syria, Turkey and Yemen.

6. The Governing Body at its 102nd Session (Geneva, June-July 1947) accepted the principle that any State Member might, upon giving previous notice of its intention, be represented at any conference called by the Organisation by an observer who would not participate in the work of the conference. It is probable that some States Members will wish to avail themselves of this facility.

7. The Governing Body will also be called upon, under the nineteenth item on the agenda (Appointment of Governing Body Representatives on Various Bodies), to appoint its delegation to the Conference. At the Istanbul meeting the Governing Body was represented by its Chairman and by two members from each group.

ANNEX

Letter from the Minister of Labour of Iran to the Director-General of the International Labour Office

(Translation)

Teheran, 28 September 1950.

Sir,

I have great pleasure in informing you that as regards Mr. M. A. Djamalzadeh's mission, the Imperial Government of Iran will be most happy if the next session of the Regional Labour Conference of the Near and Middle East is held in Teheran. It will, of course, be necessary for the preliminary arrangements for the meeting, on which Mr. Djamalzadeh can inform you, to be duly made beforehand.

With renewed and sincere congratulations on your recovery, I have the honour to be, etc.,

(Signed) G. H. Frouhar,

Minister of Labour.

1 The agenda consists of the following items, in addition to a Report by the Director-General: I. Manpower problems: vocational training and employment service organisation; II. Co-operative organisation; III. Social security.

2 See below, Appendix XVIII, p. 167.

3 See below, Appendix XIX, p. 169.
I. Periodicity of Sessions of the Governing Body

3. The Committee gave the most careful consideration to the proposal made by the United States Government at the 112th Session of the Governing Body that the number of sessions of the Governing Body should be reduced to two in the year by omitting the autumn session and consolidating its business with the session normally held in February or March.

4. The main reasons put forward in support of the proposal were that too frequent sessions prevented the regular attendance of titular members; that a reduction in the number of sessions would effect a financial economy; that it would enable the Office to devote more time to the substantive work of the Organisation and would facilitate the preparation of the sessions; that it would allow the meetings to be longer; and, finally, that a reduction in the number of sessions would avoid the necessity for members of the Governing Body to absent themselves too frequently from their own countries.

5. The Committee fully recognised that members of the Governing Body cannot fulfil effectively their duties as members of the Governing Body if the amount of time required for the performance of their Governing Body duties is so great that they have difficulty in fulfilling the responsibilities in their own countries which are their primary qualification for membership of the Governing Body. The Committee noted with concern the substantial increase which has taken place since the war in the total duration of meetings in the course of the year and, while recognising that this increase is in part a reflection of the number and difficulty of the questions with which it has been necessary for the Organisation to deal, felt that it is imperative to take steps which will ensure that the wisest and most productive use is made of the time which members of the Governing Body can make available for the work of the Organisation. While sharing to the full these preoccupations, and considering the minimum of four sessions at present provided for by the Standing Orders to be too high, the Committee came unanimously to the conclusion that the number of sessions of the Governing Body held in the course of a normal year cannot wisely be reduced below three without impairing the efficient operation of the Organisation, and that the rationalisation of the work of the Governing Body which has become necessary must therefore be sought in other ways.

6. In reaching the conclusion that three sessions of the Governing Body per year are a normal minimum, the Committee was influenced by the following considerations:

(a) The Committee noted that at its autumn session the Governing Body usually has a considerable amount of business to dispatch. It has always been the custom for the Governing Body to give very careful attention to the resolutions adopted by the Conference and, unless an autumn session were held, action upon them might have to be deferred for as long as from six to eight months. Under the existing practice whereby the inclusion of questions in the agenda of the International Labour Conference is considered at two consecutive meetings of the Governing Body before a decision is taken, final decisions on the Conference agenda are taken at the autumn session. In order to retain this practice without reducing the period at present allowed to Governments for the consideration of reports, it would be necessary for the Governing Body, in the absence of the autumn session, to fix the Conference agenda a full two years in advance.

(b) It is also necessary for the Governing Body to hold a session early in the year for the approval of the budget. The latest date for this session is governed by the provisions of the Financial Regulations which require that the budget be submitted to the Governing Body before 15 March and that the budget and the Governing Body's report be dispatched to States Members two months before the regular annual session of the Conference, i.e., in the first week in April. The earliest date at which this session can meet
is governed by the undesirability of preparing the budget for the following year too early in the year in which it is presented for adoption, and also by the importance attached by the Governing Body to receiving the full and final results of the preceding financial year, the accounts of which remain open until 31 January to enable outstanding payments to be made and therefore cannot be made available before February.

(c) The Committee recognised the convenience of holding a session of the Governing Body at the time of the annual session of the International Labour Conference, when most members of the Governing Body are available, but agreed that it is desirable that the agenda of this session of the Governing Body should be as light as possible in order to minimise interference with the work of the Conference.

(d) The Committee took the view that it was impracticable to arrange for sessions to be held at longer intervals if the Governing Body was fully to discharge its constitutional responsibilities, and that the Officers of the Governing Body could not assume responsibility for all the decisions which would have to be taken if sessions were held at longer intervals. It did not consider it likely that longer meetings would make it easier for regular members to attend and believed that the financial saving from a reduction in the number of sessions would be slight and would in fact be a false economy.

7. The Committee noted that, although it had been customary since the resumption of regular sessions after the wartime interruption for the Governing Body to hold three sessions a year, namely, an autumn session, a spring session and a session in connection with the annual session of the Conference, the Standing Orders of the Governing Body still provide that the Governing Body shall hold at least four ordinary sessions in each year. It therefore unanimously proposes that the Governing Body should take steps to amend paragraph 1 of Article 15 of its Standing Orders as follows:

The Governing Body shall normally hold three ordinary sessions each year.

The adoption of this amendment would not prevent the holding of brief sessions of the Governing Body after sessions of the Conference at which the Governing Body elections take place for the purpose of appointing the Officers and committees of the Governing Body, nor would it prevent the calling of a special session under the provision already existing. It would be understood, moreover, that the Conference session of the Governing Body would be confined to matters requiring decision at that time.

8. While the Committee does not feel that the number of sessions held by the Governing Body can wisely be reduced below three in a normal year, it is confident that the objectives of the United States Government's proposal can be achieved by measures other than a reduction of the number of sessions, and it has accordingly put forward a number of proposals covering a wide range of other questions, the cumulative effect of which it confidently anticipates will substantially improve the efficiency of the Governing Body's work and reduce the duration of its sessions. These proposals represent a compromise between varying views which the Committee has agreed to put forward unanimously, but on the understanding that they are experimental in character and should be regarded as subject to further review at a later date in the light of experience.

II. Simplification of the System of Governing Body Committees

9. Among these proposals the Committee attaches special importance to a drastic simplification of the existing system of Governing Body committees and subcommittees. There are at present 12 committees and three subcommittees of the Governing Body. This complex committee structure has been developed on an ad hoc basis with unprecedented rapidity during the post-war years, and while all of these various committees have undoubtedly played a useful part in a critical phase of the Organisation's development, the time has now come to make an over-all review of their functions and composition with a view to the adoption of simpler arrangements for the future.

10. It is suggested that the present Finance Committee, Staff Questions Committee, Pensions Subcommittee and Building Subcommittee should be replaced by a single Committee on Administrative and Financial Questions to deal with all the matters at present dealt with by the above-mentioned Committees. This Committee would have the same number of members as the present Finance Committee, namely, 18 members plus the Chairman of the Governing Body as Chairman. It would have power to set up ad hoc subcommittees to deal with various specialised matters when the need for them is felt, but such subcommittees would, of course, be ad hoc in character and would remain in being provisionally as long as necessary to deal with pending questions as an ad hoc subcommittee of the proposed new Committee on Administrative and Financial Questions.

11. It is suggested that the Allocations Committee, which consists of Government members only, should be retained in its present form and with its present composition of six members, since this Committee has a constitutional function to fulfil in consequence of the financial autonomy of the Organisation, and the question of allocation of contributions with which it deals is one which requires constant review.

12. The Committee recommends that the Standing Orders Committee and the Committee on the Application of Conventions and Recommendations should be combined into a single committee to be known as the Committee on Standing Orders and the Application of Conventions and Recommendations. Although the functions of these two Committees differ, they have in common the fact that they are both concerned with questions of a legal or semi-legal character relating to law and procedure. Their composition, moreover, although not identical, includes many of the same members, and the amount of work which they are called upon to perform varies in such a manner that combination of the two Committees seems likely to lead to greater efficiency. As the composition of the Standing Orders Committee (15 members) has been found to be somewhat too large, and that of the present Committee on the Application of Conventions and
Recommendations (9 members) to be somewhat too small, it is suggested that the new Committee on Standing Orders and Application of Conventions and Recommendations should consist of 12 members (4 per group).

13. The Committee considers that the Committee on Industrial Committees should be retained in its present form, since experience has shown that this Committee fulfils a useful function and has effectively dealt with a large amount of detail arising out of the work of Industrial Committees which formerly took up a good deal of the time of the Governing Body itself. In view of the large number of members of the Governing Body actively interested in the work of the Industrial Committees and in view of the proposal to enlarge the terms of reference of this Committee made in paragraph 23 below, it is suggested that the membership of this Committee should be increased from 9 to 12 (4 per group).

14. The Committee also recommends that the International Organisations Committee should be retained in its present form. In view of the importance of this Committee, however, and the wide range of countries interested in its work, it was generally agreed that a larger membership would be desirable and it is therefore recommended that this should be increased from 9 to 12 members (4 per group).

15. With regard to the Manpower and Employment Committees, the Committee noted that a proposal for the replacement of the existing separate committees by a single body to deal with all manpower questions had already been submitted to the Governing Body at an earlier date and postponed for later consideration. While appreciating the fact that the regional aspects of manpower problems differ considerably from each other and the desire of members from the various regions to ensure that proper consideration is given to these aspects, the Committee nevertheless came to the conclusion that it would be preferable for all manpower problems to be handled by a single body on condition that sufficiently flexible arrangements were provided for dealing with particular technical or regional aspects. The Committee recognises that this could only be done if the new committee were sufficiently large to afford reasonable representation of all parts of the world and also considers it desirable, in order to ensure that the regional aspects of the manpower problems are effectively considered by the representatives of the regions concerned, that the Governing Body should give a directive to the proposed committee that it should make arrangements for consideration by regional subcommittees or working parties of any questions which members from the regions concerned chose to be so treated. On these understandings, the Committee recommends that the present Committees, including the Joint Manpower Committees, the European, Latin American and Asian Manpower Committees, the Employment Committee and the Subcommittee on Vocational Training in the American Countries, should be replaced by a new committee to be known as the Manpower and Employment Committee which should consist of 18 members (6 per group), chosen so as to secure adequate representation from all the various regions, and should be required to refer matters to regional subcommittees or working parties at the request of the members from the regions concerned.

16. The Committee came to the conclusion that technical assistance problems are not of such a nature as to make it practicable for them to be dealt with by a single subcommittee. While recognising that the detailed aspects of technical assistance questions should be discussed by a committee in the first place in order to relieve the Governing Body of unnecessarily detailed work, it is suggested that the different aspects of technical assistance came within the purview of the various other Governing Body committees, such as the Manpower and Employment Committee, the Committee on Financial and Administrative Questions, and the International Organisations Committee. In these circumstances, it took the view that the various other committees of the Governing Body could afford the necessary facilities for the committee stage of the examination of the different aspects of technical assistance and that the general co-ordination of the technical assistance programme was a function for the Governing Body itself. The Committee accordingly came to the conclusion that the maintenance of a separate technical assistance committee was not necessary.

17. The Committee wishes to emphasise that in making the above proposals concerning the organisation and membership of the committees, it has been guided on the one hand by the desire to ensure the widest possible participation of members of the Governing Body in the work of the committees, and on the other hand by consideration for the difficulties experienced by some of the groups in adequately manning the committees. Its proposals are based on the number of persons at present attending sessions of the Governing Body. It notes, however, that the Governing Body will have under consideration at its 113th Session certain proposals for associating all Members of the Organisation more closely with the work of the Governing Body by increasing the number of persons entitled to attend each session 1, and it recommends that if these proposals are accepted the question of the size of the membership of the various committees should be subject to review in the light of the new circumstances.

18. The Committee wishes to draw special attention to the fact that the success on a long term basis of the proposals which it has put forward will depend primarily on the extent to which the Governing Body continues to be guided in the future by the considerations which have inspired the rationalisation of the existing system of committees which it has put forward. While recognising that it will continue to be necessary to appoint further subcommittees and ad hoc committees from time to time, the Committee suggests that to the fullest practicable extent such bodies should be established within the general framework which it has proposed and that in general the establishment of working parties consisting of members of the Governing Body with a particular knowledge of and interest in the specific problem under consideration would be preferable to the establishment of standing committees or subcommittees. As the composition of such working parties could be varied according to the particular subject under discussion, it should generally be possible to ensure more thorough preliminary discussion in them of all points of view and thus substantially facilitate subsequent handling by the Governing Body itself. While such arrangements should

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1 See below, Appendix VIII, p. 122.
ensure that a thorough and exhaustive discussion of the questions under consideration takes place in the working party so that matters of detail are disposed of at that stage and do not have to be brought before the parent committee, they would not, of course, preclude the right of any member to express his views either in the parent committee or in the Governing Body itself. Similarly, where a working party has been unable to reach unanimous agreement, full freedom would naturally be accorded for the expression of the minority view in the full committee.

19. If the Governing Body accepts the recommendations concerning the reorganisation of its committees as set forth above, it is suggested that they should become effective as from the re-election of the Governing Body at the 34th Session of the International Labour Conference in the summer of 1951.

III. Procedure for Consideration by the Governing Body of Questions Arising Out of the Work of Other Committees and Meetings of the Organisation

20. The terms of reference of the present Committee do not include the working of committees other than those composed of members of the Governing Body, but as the Governing Body receives the reports or records of proceedings of all the committees and other meetings of the Organisation, and as the examination of these documents constitutes a large part of the Governing Body's agenda at each session, the Committee has considered it desirable to examine the possibility of improvement in the present arrangements for the consideration of these reports and records of proceedings by the Governing Body and its committees.

21. The questions raised by the reports of the various committees and other meetings of the Organisation are, in the main, questions of general policy which must necessarily come before the Governing Body itself. It is therefore normal for these reports to be submitted directly to the Governing Body as a whole rather than to one of its standing committees. In some cases, however, the functions either of a permanent I.L.O. committee or of an ad hoc meeting are directly connected with the work of an existing committee of the Governing Body, and the Committee considered that in these cases the reports of the committees or meetings in question should be referred in the first place to the relevant committee of the Governing Body in order to make the most efficient use possible of the existing machinery. This course has been followed from time to time on an ad hoc basis but there has not hitherto been any consistent practice in the matter. Such an arrangement, it is suggested, might enable the Governing Body to handle its business more conveniently by consolidating that part of its work which deals with kindred subjects.

22. With a view to consolidating and facilitating the handling of the I.L.O.'s work on manpower, it is suggested that the Permanent Migration Committee and the International Development Works Committee should in future report to the proposed Manpower and Employment Committee, which would be responsible for making recommendations concerning the extent to which meetings of these committees are necessary and concerning their agenda, and for reviewing their reports.

23. The Committee also suggests that the Committee on Industrial Committees should receive and consider the reports of the Advisory Committee on Salaried Employees and Professional Workers and of the Committee on Work on Plantations, and make recommendations to the Governing Body concerning the action to be taken on the reports of these Committees and the arrangements for their future meetings.

24. It is also suggested that the existing practice in regard to matters concerning the application of Conventions and Recommendations should be made more consistent and that such matters should always be considered in the first instance by the proposed Committee on Standing Orders and the Application of Conventions and Recommendations.

25. It is not suggested that any change should be made in the normal system of referring other reports and records of meetings to the Governing Body itself. There may, however, from time to time be conferences or meetings convened under the auspices of the Organisation on subjects which are related to the work of a Governing Body committee, and the Committee suggests to the Governing Body that the report of any particular ad hoc meeting falling within the scope of a standing committee of the Governing Body should be referred in the first instance to that committee for consideration.

26. The Committee recommends that the suggestions contained in this section of its report should take effect as soon as the report has been approved by the Governing Body.

IV. Possibility of Delegating some of the Powers of the Governing Body

27. In the course of the debate in the Governing Body at the 112th Session the suggestion was made that one means of lightening the agenda might be to delegate some of the functions now performed by the Governing Body to the Director-General or to the Officers of the Governing Body. This suggestion would appear to refer mainly to administrative and financial matters which have taken up an increasing amount of the Governing Body's time of recent years, as a result partly of the financial autonomy of the Organisation and partly of post-war administrative developments and reorganisation.

28. Of the financial and administrative questions which have come before the Governing Body in the past few years, some are of a recurrent character whereas others are questions which have arisen from time to time as a result of circumstances or of proposals made by members of the Governing Body. Among these questions, moreover, some are of major importance while others are mainly matters of minor detail. The group of recurrent questions includes, for instance, the budget estimates; periodical financial statements and accounts; requests for approval of transfers, supplementary credits and other proposals with financial implications; appointment of members of various administrative bodies; decisions of the General Assembly of the United Nations on financial and administrative matters of
interest to the I.L.O.; and various decisions connected with pension provision for the staff. The group
of non-recurrent questions includes a number of questions arising out of post-war developments relating
in particular to salary scales, pensions, recruitment, revision of the financial regulations and staff regula-
tions. These questions, while they will need to be kept under review in future, are unlikely to take up
as much of the Governing Body's time as they have done in the recent past. In addition, the Governing
Body has also had to deal with various proposals raised by members of the Governing Body concerning,
for instance, the Working Capital Fund and the Reserve Fund and the practicability or arrangements
under which payment of contributions might be made in currencies other than United States dollars or
Swiss francs.

29. The possibility of delegating the powers of the Governing Body in respect of these administrative
and financial questions would appear to be limited. It will be noted that nearly all of them have financial
implications and therefore must necessarily come before the Governing Body for decision. In these circum-
cumstances the Committee does not suggest any delegation of power, either to the Officers of the Governing
Body or to the Director-General. As the Committee has not thought it practical to recommend a further
reduction in the number of sessions of the Governing Body, the principal argument adduced in favour
of such delegation loses much of its force. The Committee points out, however, that these questions
involve, besides matters of substantial importance, a number of details of minor importance with which,
in the view of the Committee, the Director-General has full authority to deal on the administrative level.
While considering that it is the responsibility of the Director-General to determine which questions
should be submitted to the Governing Body and which can be settled by him on the administrative
level, the Committee suggests that the Governing Body may wish to indicate to the Director-General that
it does not consider it necessary for him to submit to it for decision matters which can appropriately be
handled administratively.

V. Representation of the Governing Body on I.L.O. Committees and at Other I.L.O. Meetings

30. Although certain members of the Committee expressed doubt whether this question fell strictly
within its terms of reference, which do not include consideration of the committees and meetings of the
Organisation other than Governing Body committees, the Committee took the view that as the amount
of time spent in ensuring representation of the Governing Body at meetings of other committees and
conferences of the I.L.O. is a substantial element in the obligations of members of the Governing Body,
it ought to explore the possibility of securing general agreement on principles which might be laid down
to guide the Governing Body's policy in future on the question of representation of the Governing Body
at such meetings.

31. It therefore examined carefully the possibility of securing such agreement on the following
basis:

(a) In the case of the Committee of Experts on the Application of Conventions and Recommenda-
tions and the Fact-Finding and Conciliation Commission on Freedom of Association, representation of
the Governing Body is neither necessary nor appropriate.

(b) In the case of the Joint Maritime Commission and the Asian Advisory Committee, for which
special arrangements for Governing Body representation exist, it appears unnecessary and undesirable
to contemplate any change.

(c) There is general agreement that the Governing Body should continue to be represented by
an adequate tripartite delegation at regional conferences.

(d) In the case of Industrial Committees there are differences of opinion as to the necessity for
representation of the Governing Body, but it is clear that any proposal for change in the existing practice
of appointing a tripartite Governing Body delegation is unlikely to command the general support of
members of the Governing Body, and this practice should therefore be maintained.

(e) In the case of other committees and meetings of the Organisation, it might be agreed that Governing
Body representation would not be automatic in all cases but would be automatic on the request of
any one of the groups when the agenda of the meeting in question is approved by the Governing Body.

32. The Committee ascertained, however, that these compromise proposals would be acceptable
to certain members only on the understanding that each case would be examined individually on its
merits, whereas they would be acceptable to other members only if it was clearly understood that they
would normally propose to request representation; other members, again, would prefer that the Governing
Body should continue to follow its existing practice of deciding each case as it arose. It was pointed
out by the Employers' members of the Committee that, had it been possible for the Committee to examine
the possible rationalisation of committees and meetings other than Governing Body committees, some
means might have been found of reducing their number and consequently reducing the time which members
of the Governing Body might be obliged to spend in attendance at such meetings. In these circumstances
the Committee did not consider that a sufficient measure of agreement had been reached to justify it in
making a proposal on the subject to the Governing Body.

33. The Committee unanimously decided to draw the attention of the Governing Body to the importance
of Governing Body representatives at the various committees and meetings being persons who are in fact
closely associated with its work, that is to say, members or deputy members of the Governing Body or their
regular substitutes. The Committee suggests that the Governing Body should place on record the importance
which it attaches to this principle.
VI. Telephonic Interpretation

34. In view of the evident relation between the question of telephonic interpretation and the general question of the rationalisation of the work of the Governing Body, the Committee examined the various ways in which use could be made of the telephonic equipment which has now been installed in the Governing Body room. The Committee recognises that this is a question on which there have been wide divergencies of view in the Governing Body and it therefore attempted to frame a compromise which, without meeting completely any of the different views which have been expressed, would appear likely to command general support as a fair compromise between the conflicting views. After considerable discussion the Committee unanimously agreed to recommend the following compromise arrangements for the approval of the Governing Body as a provisional measure, subject to revision after sufficient practical experience has been gained:

(a) Simultaneous telephonic interpretation into the two other languages should be used for purely formal speeches, such as those delivered at the opening sitting of a session.

(b) Consecutive interpretation into one language, accompanied by telephonic interpretation into the other language, should be used for other discussions.

(c) The Chairman, after consultation with the Vice-Chairmen, should be authorised to resort to simultaneous telephonic interpretation into the two other languages when the Governing Body is dealing with subjects which involve extensive discussion but are not expected to result in the adoption of an immediate decision.

VII. Circulation of Committee Papers to all Members of the Governing Body

35. Since the 107th Session of the Governing Body (December 1948), members of the Governing Body have been invited to state which committee papers they wish to receive, and in fact the majority of the members receive all committee papers. The Committee recommends that the Governing Body should authorise the extension of this system by the distribution of all committee papers to all members of the Governing Body. In so doing, the Committee expresses the hope that this general distribution will facilitate the presentation at the committee stage, by any member of the Governing Body who so desires, of his views on a question coming before a committee of which he is not a member, either in person or through a member of that committee. The Committee emphasised, however, that this arrangement is in no way intended to prejudice the right of any member to express his views in the Governing Body itself.

VIII. Joint Committees with Other International Organisations

36. In the course of its general review of Governing Body committees, the Committee has considered the general policy to be followed in the establishment of joint committees with other international organisations.

37. In the light of the experience which has now been gained, the Committee suggests that joint committees should not be established on a permanent basis until it is clear, on the basis of practical experience gained through ad hoc meetings, that a committee on a particular question will serve a useful continuing purpose.

38. The Committee also suggests to the Governing Body that formal joint committees involving the appointment by the Governing Body of experts or of Governing Body representatives should be established only when the question to be dealt with is of such a character that it cannot be dealt with adequately through inter-secretarial consultations, and subsequent report to the Governing Body.

39. The Committee also recommends that the Governing Body should take note that the decision of principle taken at its 100th Session (Montreal, October 1946) to agree to the establishment of a Joint I.L.O.-W.H.O. Committee on Provision for Medical Care and Health Services has never become effective as W.H.O. no longer desires to participate in such a committee, and that this joint committee should therefore be regarded as no longer in existence.
APPENDIX VIII

EIGHTH ITEM ON THE AGENDA

METHODS OF ASSOCIATING ALL MEMBERS OF THE ORGANISATION MORE CLOSELY WITH THE WORK OF THE GOVERNING BODY

Consideration of this report having been adjourned, the relevant document will be printed as an appendix to the minutes of the later session of the Governing Body at which it is discussed.
APPENDIX IX

NINTH ITEM ON THE AGENDA

REPORT OF THE FINANCE COMMITTEE

The document relating to this item is printed separately in accordance with the usual practice, having regard to its confidential nature.
APPENDIX X

TENTH ITEM ON THE AGENDA

REPORT OF THE ALLOCATIONS COMMITTEE

The document relating to this item is printed separately in accordance with the usual practice, having regard to its confidential nature.
APPENDIX XI

ELEVENTH ITEM ON THE AGENDA

REPORT OF THE STAFF QUESTIONS COMMITTEE

The document relating to this item is printed separately in accordance with the usual practice, having regard to its confidential nature.
APPENDIX XII

TWELFTH ITEM ON THE AGENDA

REPORT OF THE COMMITTEE ON INDUSTRIAL COMMITTEES

1. The Committee on Industrial Committees met in Brussels on 15 November 1950. It appointed Mr. Tennant (United Kingdom) as Chairman.

I. Third Session of the Petroleum Committee

2. The Committee on Industrial Committees considered the note on the proceedings of the Third Session of the Petroleum Committee (Geneva, 24 October to 3 November 1950). Arising out of its consideration the Committee makes the recommendations set out below.

3. The Committee recommends that the Director-General be authorised to communicate to Governments the reports, resolutions and memorandum of the Petroleum Committee, together with the conclusions recorded in the following paragraphs.

4. The Committee noted that the Petroleum Committee adopted by 69 votes to 0 a resolution concerning occupational diseases, which invited the Governing Body to instruct the Office (a) to obtain—in collaboration, where appropriate, with other competent bodies—the information necessary for a study of occupational diseases in the petroleum industry; and (b) to report to Governments as soon as possible the results of this study.

5. The Committee on Industrial Committees recommends the Governing Body to authorise the Office to give effect to these requests. It would be understood that the Office would enter into consultation with the World Health Organisation in regard to this matter.

6. In a resolution concerning preventive medicine, which was adopted by 69 votes to 0, the Petroleum Committee suggested that close consultation and co-operation be practised between public and private health services and the petroleum companies with a view to combating regionally prevalent diseases and improving public health conditions.

7. The Committee recommends that the Director-General be authorised to draw the attention of Governments to the suggestions contained in this resolution.

8. The Committee on Industrial Committees took note of three requests made by the Petroleum Committee in regard to the agenda for its Fourth Session. These requests were as follows:

(a) that the Governing Body instruct the Office to study the principles and methods used in determining wages in the petroleum industry in the various countries concerned, and that this question be considered by the Governing Body with a view to its inclusion in the agenda for the Fourth Session (resolution adopted by 72 votes to 0);

(b) that the Governing Body be invited to place the question of hours of work on the agenda of the Fourth Session and to request the Office to make a preliminary study of the problem (resolution adopted by 34 votes to 25 with 12 abstentions);

(c) that the Governing Body be invited to instruct the Office to continue its studies of the social problems of the petroleum industry, with special reference to social services such as supply schemes, transport of workers, recreation facilities and co-operative societies, and that this question be considered with a view to the inclusion of these items on the agenda of the Fourth Session (resolution adopted by 74 votes to 0).

9. After considering these requests the Committee on Industrial Committees makes the following recommendations:

(a) that the Office be authorised to undertake the studies on wages and social conditions in the petroleum industry suggested in the resolutions mentioned in paragraph 8 (a) and (c) above;

(b) that the Office make a preliminary survey of hours of work in the petroleum industry for the assistance of the Committee on Industrial Committees when it considers the agenda for the Fourth Session of the Petroleum Committee;

(c) that consideration of the agenda for the Fourth Session be deferred until a later session of the Governing Body.

1 For the texts adopted by the Petroleum Committee at its Third Session, see Official Bulletin, Vol. XXXIII, No. 4, 20 December 1950, pp. 143-153.
10. In a resolution concerning the supply of information regarding the petroleum industry to the Office (adopted by 70 votes to 0), the Committee invited the Governing Body to reconsider the steps which should be taken to ensure that information needed from the States Members be available to the Petroleum Committee prior to each session.

11. The Committee on Industrial Committees recalled that the Governing Body at its 120th Session (Geneva, June 1949) suggested to Governments a procedure for securing effective consideration for the conclusions of Industrial Committees. This procedure, which included suggestions for the supply of information to the Industrial Committees, had not begun to produce its full effects when the reports for the Petroleum Committee were prepared, and it does not seem necessary to recommend any new measures at present. The Committee feels, however, that it might be useful for the attention of Governments to be drawn to the request of the Petroleum Committee for adequate information as set out in the above-mentioned resolution.

12. The Committee on Industrial Committees therefore recommends that the Director-General be authorised to draw the attention of Governments to the views expressed by the Petroleum Committee in the resolution concerning the supply to the Office of information regarding the petroleum industry.

13. In a resolution concerning relations between the Chemical Industries Committee and the Petroleum Committee (adopted by 73 votes to 0), the Petroleum Committee invited the Governing Body to instruct the Office to convey to the Petroleum Committee any conclusions adopted by the Chemical Industries Committee on subjects of concern to both industries in order that the Petroleum Committee might have an opportunity to make its observations on them. Such observations should be forwarded to States Members in the same way as the conclusions of the Chemical Industries Committee.

14. The Committee on Industrial Committees recommends the Governing Body to authorise the Office to give effect to this request.

15. The Committee on Industrial Committees noted that a working party of the Petroleum Committee had recently noted that it was desirable for the work on the draft vocabulary of terms used in the petroleum industry to be continued on the lines already adopted by the Office, and had expressed the hope that the Office would be able to complete the vocabulary as soon as possible. The Committee on Industrial Committees feels that it would be desirable for the Office to complete and publish the vocabulary in the near future.

16. The Governing Body is invited to endorse the opinion of the Committee in this matter.

17. The Committee on Industrial Committees took note of the fact that the Government delegate of Mexico at the Third Session of the Petroleum Committee had extended an invitation to the Committee on behalf of his Government to hold its Fourth Session in Mexico. The Committee on Industrial Committees agreed that this invitation should be communicated to the Governing Body.

18. The Governing Body is invited to consider at the appropriate time the invitation from the Government of Mexico.

19. The Committee also noted that the report of the Office mission to the oil areas of Iran was distributed to the Petroleum Committee in accordance with the wishes expressed by the Committee at its Second Session, and that a note on the subject will be submitted to the Governing Body.

20. Members of the Committee on Industrial Committees drew attention to the fact that the record of the Second Session of the Petroleum Committee had not been distributed until the delegates arrived for the Third Session, and that the corresponding record for the forthcoming session of the Textiles Committee has not yet been distributed. While recognising the difficulties encountered by the Office in this matter, they emphasised the importance of supplying these records to all concerned in good time. Although no obligation is laid upon the Office by the Standing Orders of the Industrial Committees, the Committee expresses the view that the records of sessions of Industrial Committees should be prepared as soon as possible after each session and should be distributed not later than three months before the following session.

II. Criteria for Membership of Industrial Committees

21. At several of its meetings the Committee on Industrial Committees has considered the problem of establishing criteria in the light of which applications from Governments to be represented on Industrial Committees might be considered. It will be recalled that in its report to the 112th Session of the Governing Body (Geneva, July 1950) the Committee stated that it would consider the matter again in the light of statistical information which the Office was then preparing. The Committee also indicated that when it had considered this information and reached conclusions upon the nature of any criteria which might be established and the manner in which they might be used, it would review in this light the existing membership of Industrial Committees and might wish to submit to the Governing Body at a later stage general proposals in regard to the membership of the Industrial Committees.

22. The Committee has now considered a note prepared by the Office which set out various methods by which the problem of establishing criteria might be approached upon the basis of available statistics. The Office note contained employment and production figures relating both to the existing members of each Industrial Committee and to countries not at present represented on the Industrial Committee in question.

1 See in particular Minutes of the 112th Session of the Governing Body, Appendix XI, p. 148.
2 See Minutes of the 111th Session of the Governing Body, Appendix XII, p. 139.
23. The Committee considers that, while reliable information on these matters is of great importance, the criteria which might be established cannot be purely statistical in character. There are other general factors which also would need to be taken into account. Moreover, the criteria would need to be operated with sufficient flexibility to permit due account to be taken of any special considerations which might arise in the case of particular countries. In the view of the Committee, therefore, any future criteria would need to be regarded not as hard and fast rules but rather as a series of guiding principles.

24. The Committee considers that guiding principles which involve a test for membership more rigorous than that hitherto adopted would need to be applied not only to new applicants for membership but also to existing members. Unless, however, the criteria were expressly drawn so as to permit all existing members to retain their membership, a position would arise in which continued membership of particular existing members could no longer be justified in the light of the principles adopted. This problem would arise in an acute form if it were decided to proceed by reconstituting each Committee afresh, taking into account countries not at present members.

25. The Committee therefore feels that before proceeding to consider in greater detail the nature of the guiding principles which might be adopted and the method by which they might be applied, it should draw the special attention of the Governing Body to the serious implications which might be involved. The Committee therefore requests the Governing Body to state what, in its view, the purpose of guiding principles should be, and in particular whether the Governing Body is in fact prepared to contemplate inviting existing members of Industrial Committees to reconsider the question of their membership.

26. The Governing Body is invited to consider the points set out in the above paragraphs and to give its views for the Committee's guidance.

III. Request for the Establishment of a Committee for the Printing Trades

27. The attention of the Committee on Industrial Committees was drawn to a communication addressed to the Director-General on 12 May 1950 by the Printing Trades Federation of Canada, in which the Federation requested the Office to convene a conference for the printing industry to which the representatives of Governments, employers and workers should be invited. The Committee noted that in the view of the Office the request was intended to include the possibility of establishing an Industrial Committee for the printing trades. The Committee considered that the establishment of further Industrial Committees should not be contemplated for the time being, and that in any case there appeared to be insufficient evidence that an Industrial Committee was needed for the printing industry in present circumstances.

28. The Committee also took the view that some of the considerations which weigh against the creation of an Industrial Committee for the printing industry apply also to the holding of a special conference. It did not feel, however, that the question of a special conference was altogether within its competence and it decided to refer the matter for the consideration of the Governing Body.

29. The Committee therefore invites the Governing Body to consider whether a special tripartite conference for the printing industry should be convened.

IV. Hours of Work and Rest Periods (Road Transport) Convention, 1939

30. At its meeting held during the 109th Session of the Governing Body (Geneva, June-July 1949), the Committee on Industrial Committees considered the resolution concerning the Hours of Work and Rest Periods (Road Transport) Convention, 1939, which was adopted by the Inland Transport Committee at its Third Session (Brussels, May 1949). This resolution invited the Governing Body to examine the situation arising from the non-ratification of the Convention and in particular: (i) to ascertain the reasons which have held up ratification of this Convention; and (ii) to consider what action could be taken. The Committee on Industrial Committees proposed, and the Governing Body agreed, that the Director-General be authorised to communicate with the Governments with a view to obtaining the desired information, t being understood that the question would again be examined by the Governing Body at a later session.

31. The Committee has now considered the information submitted by 22 States Members in reply to the Office's enquiry. It has noted that an examination of the information contained in the replies reveals the existence in numerous countries of serious obstacles to the ratification of the Convention in its present form, and shows that only a revision of the Convention would make it possible to obtain a reasonable number of ratifications.

32. In these circumstances, the Committee does not think it appropriate that States Members be urged to ratify the Convention in its present form. It feels that consideration should be given to the possibility of revising the Convention, even though there appear to be serious difficulties which would need to be overcome in framing a Convention that would be generally acceptable.

33. The Committee accordingly recommends—

(a) that the Inland Transport Committee be provided with a summary of the information supplied by the Governments in reply to the Office's enquiry;

3 In this connection, however, the Office has drawn attention to the difficulty of obtaining complete and accurate figures in a form which would enable international comparisons to be made.

4 See Minutes of the 109th Session of the Governing Body, Ninth Sitting, p. 92, and Appendix XII, p. 146.
(b) that the Inland Transport Committee be informed that the Governing Body is considering the possibility of opening the procedure for a revision of the Convention;

(c) that the Inland Transport Committee be asked for its observations on the matter to enable the Governing Body to come to a definite decision.

V. Proposed Tripartite Meeting of Coal-Producing Countries

34. The Governing Body will recall that it discussed at its 111th Session (Geneva, March 1950) a resolution adopted by the Miners' International Federation in which the United Nations and the International Labour Office were asked to consider convening at the earliest possible moment "a tripartite meeting of all coal-producing countries which would have for its object the regulating of problems of production, prices, exports and imports, as well as the reduction of the hours of work on the basis of 40 hours per week ". It will also be remembered that the Governing Body instructed the Director-General to propose to the Secretary-General of the United Nations that the Governments concerned be invited by the Secretary-General and the Director-General to give their views on the calling of a tripartite meeting of coal-producing countries.¹

35. The Secretary-General of the United Nations has replied, pointing out that no authorisation exists which permits the United Nations to convene meetings with tripartite representation and that, since the membership of the I.L.O. and the United Nations is not identical, a question would arise concerning the appropriateness of consulting only Governments which are Members of both organisations with a view to calling a conference. The Secretary-General therefore suggested that it would be appropriate for the proposed consultations to be initiated by the Office. Subsequent joint action, if deemed necessary, would be considered at a later stage.

36. The Committee on Industrial Committees has noted that in communications dated 18 July 1950 and 11 August 1950 the Miners' International Federation has renewed its request for the calling of the proposed tripartite meeting.

37. The Committee has considered various ways of meeting the request of the Miners' International Federation. One possibility would be for the Director-General to consult the Governments concerned, with a view to ascertaining whether they would be prepared to send delegations to a special conference at their own expense. The Committee on Industrial Committees felt, however, that it would be desirable to seek the views of the Coal Mines Committee in this matter.

38. The Committee on Industrial Committees therefore recommends that the Coal Mines Committee be invited—

(a) to consider possible methods of dealing with the problems raised by the Miners' International Federation, having regard to the competence of the I.L.O. and other international organisations respectively in connection with these matters and to the fact that certain coal-producing countries are not Members of the International Labour Organisation;

(b) to indicate, in the light of the above, the nature of any studies which the Committee considers should be undertaken by the Office.

During the discussion of this subject Mr. Shaw asked that his position be reserved until he could examine the text of the Federation's resolution. Later, after having seen the resolution, he requested the Committee to reopen the discussion. Some members objected to this, however, on the ground that a decision had already been reached. Mr. Shaw then requested that his negative vote be recorded in the report, and gave notice that he would raise the question in the Governing Body.

39. The Committee considered that to enable the Coal Mines Committee to give adequate consideration to this matter it might be necessary to prolong the session of the Committee by one or two days. It therefore recommends that the Governing Body should authorise the Office to warn Governments of this possibility when convening the Fourth Session of the Coal Mines Committee.

VI. Programme of Meetings

Agenda for the Fourth Session of the Metal Trades Committee.

40. The Committee has considered the proposals made by the Office for the agenda for the Fourth Session of the Metal Trades Committee in the light of the discussions at previous sessions of the Committee.

41. The Committee recommends that the agenda for the Fourth Session of the Metal Trades Committee should be as follows:

I. General Report, dealing particularly with—

(a) Action taken in the various countries in the light of the conclusions of the previous sessions;

(b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee;

(c) Recent events and developments in the metal trades.

II. Human relations in metal-working plants.

III. Factors affecting productivity in the metal trades.

¹ See Minutes of the 111th Session of the Governing Body, Eleventh Sitting, p. 79, and Appendix XI, p. 145.
42. The Governing Body is invited to decide that the agenda for the Fourth Session of the Metal Trades Committee should be as set out above. It would be understood that in the study of the factors affecting productivity particular reference would be made to the labour factors.

Agenda for the Fourth Session of the Iron and Steel Committee.

43. The Committee on Industrial Committees has noted that the Governing Body decided at its 111th Session (Geneva, March 1950) that one of the items for the agenda of the Fourth Session of the Iron and Steel Committee should deal with vocational training and promotion in the iron and steel industry. The Committee felt that another item on the agenda might relate to welfare services in the iron and steel industry, as suggested by the Employers’ group at the Third Session of the Committee.

44. The Committee on Industrial Committees accordingly recommends that the agenda for the Fourth Session of the Iron and Steel Committee should be as follows:

I. General Report, dealing particularly with—
(a) Action taken in the various countries in the light of the conclusions of the previous sessions;
(b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee;
(c) Recent events and developments in the iron and steel industry.

II. Vocational training and promotion in the iron and steel industry.

III. Welfare services in the iron and steel industry.

45. The Governing Body is invited to decide that the agenda for the Fourth Session of the Iron and Steel Committee should be as set out above.

Agenda for the Second Session of the Advisory Committee on Salaried Employees and Professional Workers.

46. The Committee has considered the suggestions made by the Advisory Committee on Salaried Employees and Professional Workers at its First Session (Geneva, October 1949). It noted that first priority in the list of suggested subjects for the agenda of the Second Session was given to the question of the general hygiene of workplaces for salaried employees and salaried professional workers, and it considers that this would be a suitable subject for the agenda. The Committee has noted, further, the request of the Advisory Committee that the question of performers’ rights be placed on the agenda for the Second Session. It recalls that this matter has been under examination by the Organisation since 1926 and would have been given a first discussion by the International Labour Conference in 1940 if the Conference had been held. The Committee feels that this subject, too, would constitute a suitable item for the agenda.

47. The Committee therefore recommends that the agenda for the Second Session of the Advisory Committee on Salaried Employees and Professional Workers should be as follows:

I. General Report, dealing particularly with—
(a) Action taken in the various countries in the light of the conclusions of the First Session;
(b) Steps taken by the Office to follow up the studies and enquiries proposed by the Committee;
(c) Recent events and developments affecting salaried employees and professional workers.

II. General hygiene of workplaces in commerce and offices.

III. Rights of performers as regards broadcasting, television and the mechanical reproduction of sound.

Having expressed the view that item III raises complex and technical questions involving copyright which should be considered by a body specially qualified and constituted, Mr. Burton reserved his position in the matter.

48. The Governing Body is invited to decide that the agenda for the Second Session of the Advisory Committee on Salaried Employees and Professional Workers should be as set out above.

Date and Place of the Third Session of the Building, Civil Engineering and Public Works Committee.

49. The Committee recalls that the Governing Body decided at its 112th Session (Geneva, June 1950) that the Third Session of the Building, Civil Engineering and Public Works Committee should take place in February or March 1951. The Committee understands that proposals regarding the actual date and place of the session will be made to the Governing Body when it discusses the general programme of meetings for 1951.

Date and Place of the Fourth Session of the Coal Mines Committee.

50. At its 112th Session the Governing Body decided that the Fourth Session of the Coal Mines Committee should take place in April or May 1951. The Committee understands that proposals regarding the actual date and place of the session will be made to the Governing Body when it discusses the general programme of meetings.

1 See below, Appendix XVIII, p. 167.
Date and Place of the Second Session of the Advisory Committee on Salaried Employees and Professional Workers.

51. The Committee on Industrial Committees has taken note of the requests which have been received from various organisations in regard to the possibility of convening the Advisory Committee in 1951. It has, however, noted that no provision for such a meeting has been made in the budget for 1951, and that the Office would find it difficult to prepare the necessary documents in time. In the circumstances, the Committee considers that the Second Session of the Advisory Committee should be held at the beginning of 1952. This recommendation is not supported by Mr. Burton who, for the reasons stated in paragraph 47 above, reserves his position in the matter.

52. The Committee on Industrial Committees recommends to the Governing Body that the Second Session of the Advisory Committee on Salaried Employees and Professional Workers be held at the beginning of 1952 in Geneva.

VII. Proposed Tripartite Conference concerning the Co-ordination of Social Security Schemes for Miners in Europe

53. The attention of the Committee was drawn to a resolution adopted by the Executive Committee of the Miners' International Federation at its meeting on 28-29 March 1950, which had been transmitted to the Director-General and which invited the I.L.O. "to build a social security scheme on an international basis, permitting the workers, irrespective of nationality or of the country in which contributions have been paid, to obtain sickness benefit and a pension for the whole of the working period ".

54. The Committee noted that in the view of the Office it should be possible to effect an international co-ordination of the existing schemes relating to social security for miners. On the understanding that such a co-ordination would be designed to promote reciprocal arrangements and not to bring about a standardisation of social security schemes, the Committee recommends that the Governments concerned be consulted regarding the calling of a tripartite conference for the purpose of arriving at agreements for the co-ordination of existing social security schemes for miners.

55. The Committee noted that a Committee of Experts of the Council of Europe was expected to consider in the near future the question of extending reciprocal social security arrangements among European countries. In this connection the view was expressed in the Committee that the Council of Europe should be consulted before Governments were approached by the Office. The Committee decided to invite the Governing Body to examine this point in the light of the conclusions which it may reach on proposals which it is understood will be submitted by the International Organisations Committee on the general question of relations between the International Labour Organisation and the Council of Europe.

56. The Governing Body is invited to examine the above recommendations.

VIII. Classification of Artificial and Organic Fibres

57. The attention of the Committee has been drawn to communications received from the International Chemical Workers' Union of Canada and the International Federation of Christian Factory and Transport Workers protesting against the Governing Body's decision that problems arising out of the manufacture of artificial and organic fibres should be dealt with primarily by the Textiles Committee.

58. The Committee on Industrial Committees feels, however, that the Governing Body's decision was taken after very careful consideration and that it would be undesirable for the decision to be changed;

59. The Governing Body is invited to take note of the above-mentioned protests and to decide that the decision taken at its 112th Session should be maintained.

IX. Committee on Work on Plantations

60. The Committee on Industrial Committees considered a telegram dated 13 November 1950 from the Minister for Social Action of Viet-Nam, expressing a desire to participate in the meeting of the Committee on Work on Plantations, which is to be held in Indonesia from 4 to 16 December, and asking to be invited to the meeting.

61. The Committee recommends the Governing Body to extend an invitation to Viet-Nam to be represented by observers at the First Session of the Committee on Work on Plantations.
APPENDIX XIII

THIRTEENTH ITEM ON THE AGENDA

REPORTS OF THE MANPOWER COMMITTEES

A. Report of the Joint Session of the European and Latin American Manpower Committees

1. The Joint Session of the European and Latin American Manpower Committees was held on 15 November 1950, under the chairmanship of Mr. de Souza Bandeira.

Progress Report

2. The Joint Session first examined the chapter of this report relating to activities in Europe. The following additional information was supplied on the activities of the Office since the time at which the report had been prepared. A second informal meeting of representatives of recruiting missions from immigration countries and Italian Government officials was held in Rome on 18 October 1950. It examined the possibility of simplifying the documents required for the emigration of Italians to other countries and the standards of medical selection for migrants; it also considered how general information on migration could be more widely supplied to candidates for emigration and what kind of information should be given by immigration countries when asking for foreign manpower. A third meeting of the same nature would be held on 22 November 1950.

3. The Italian Government had also organised a training course for officials of the vocational training service in which the Mission participated. The Chief of the Rome Mission, accompanied by a technician from headquarters, had been to Malta to study the training requirements with a view to emigration. The Adviser of the Mission had taken part in a conference of Italian statisticians. Lastly, the staff of the Mission has been strengthened by the recruitment of an Italian vocational training expert and an Australian expert who would take up his duties shortly. An employment service expert would join them later.

4. The Joint Session took note of this information; it also expressed an opinion in favour of a meeting of experts on supervisory training, of which the convocation for the end of January 1951 has to be authorised by the Officers of the Governing Body.

5. The Joint Session then examined the chapter of the progress report relating to activities in Latin America. Additional information was given on this subject. In Uruguay, which was revisited in September, the Government had asked the Office to provide an expert to advise it on the organisation of a national employment service, with a view to the adoption of a more definite immigration programme. Two missions had been to Chile in September and October, where the Government was at present considering the making of a request for technical assistance upon vocational training and employment service, taking account of immigration possibilities. The working committee of the Economic Commission for Latin America, which includes an economist nominated by the I.L.O., had begun its work in September and had held its first meeting in October; representatives of the Field Office, the Food and Agriculture Organisation and the International Refugee Organisation had taken part in it. A programme was drawn up consisting of six meetings to be spread over the next twelve months, the first to be held in November at São Paulo. In Argentina, where a mission had also been carried out, the Government contemplated the creation of an employment service in accordance with the provisions of the 1948 Convention concerning the organisation of the employment service, and intended to request technical assistance, including in particular fellowships abroad, both for vocational training and for the employment service. In Colombia a meeting had been held at the end of October to define the technical assistance requirements of the country. According to the information received, these concerned vocational training, employment service and migration. An official from the Field Office had visited Ecuador at the end of October for consultations with the Government on technical assistance for migration. In Mexico a joint mission of U.N.E.S.C.O. and the I.L.O. had examined the needs as regards general education and vocational training. The question of technical assistance for the development of the employment service was also considered. Lastly, in Peru there had been conversations with officials of the migration services, which had produced good results.

6. A discussion of some length arose concerning the activities of the Field Office. The Brazilian Workers’ member regretted that this Office had not been formally inaugurated. He also regretted that relations between the Field Office and Brazilian workers’ organisations had been very limited. Lastly, he protested against the small number of officials of Latin American origin on the staff of the Field Office.

7. On behalf of the Office the answer was given that it had not been possible to hold a formal inauguration of the Field Office, but that it did not appear that this could be prejudicial to its activities. A list was given of certain workers’ organisations which the staff of the Field Office had visited. It was
further pointed out that the proportion of officials of Latin American origin was higher than the Brazilian Workers' member supposed, but that it was very difficult to find qualified experts in the region unless they were offered salaries much higher than those of the I.L.O. scale. Recourse had therefore been had to the services of experts from other countries who could place their long experience in manpower questions at the service of the Latin American countries. Lastly, an assurance was given that it was the main purpose of the Office's technical assistance programme to train as early as possible a sufficient number of competent Latin American experts for the needs of these countries.

8. Several speakers insisted on the necessity of giving more publicity to the activities of the Field Office, which was too little known in Latin America, of endeavouring to recruit for its staff officials with a knowledge of the languages spoken in the region or of encouraging them to learn them, thus facilitating contacts, and of providing sufficient staff for the Office to discharge its task. Attention was also drawn to the desirability of helping Governments to define their needs in technical assistance and to formulate their requests. Lastly, the Chairman asked that the Office should take special action for the development of supervisors' training, particularly by the T.W.I. method.

As a result of this discussion, the Joint Session of the European and Latin American Manpower Committees recommends the Governing Body to instruct the Office—

(a) to ensure wider publicity for the activities of the Latin American Field Office;
(b) to accelerate its programme of action in Latin America, particularly as regards migration;
(c) to ensure that closer relations are established by the Field Office with employers' and workers' organisations, on the one hand, and with members of the Governing Body in the region on the other.

9. In reply to a question by the Chairman concerning a resolution of the Economic and Social Council asking that the United Nations and the specialised agencies should undertake an enquiry into the measures necessary for the financing of migration, it was explained that this enquiry had been undertaken by a committee set up at Santiago, consisting of officials of the United Nations, U.N.E.S.C.O., F.A.O. and the Field Office, and that the Office would keep the Manpower Committee informed of any conclusions which might be reached.

Action Taken to Give Effect to the Conclusions of the Preliminary Migration Conference

10. The Joint Session decided to draw the attention of the Governing Body to the importance of the proposals contained in the memorandum which the Office will be sending shortly to Governments on the best form of co-operation at the international level to facilitate migration from European countries. It recommends the Governing Body to urge the Governments concerned to reply at the earliest possible date to the questionnaire contained in the memorandum in order that the Office may be in a position to submit to the Governing Body at its next session concrete proposals concerning the convocation of a second Migration Conference.

11. In this connection the Joint Session was informed that the Italian Government would prefer that this conference should not meet before the autumn of 1951. The Italian Government further invited the Governing Body to convene the conference at Naples, a port from which many emigrant ships sail.

12. The Joint Session also recommends the Governing Body to urge the Governments of emigration and immigration countries concerned to consider and define their needs for technical assistance in the field of migration, and to request assistance required to further migration on the scale and in the manner desired.

13. The Joint Session recommends the Governing Body to instruct the Office to request the Governments concerned, at the beginning of 1951, to report progress made over this period and, on the basis of the enquiry, to inform Governments and international agencies concerned of concrete action which has been taken as a result of the conclusions reached by the Conference.

14. Lastly, the Joint Session recommends the Governing Body to instruct the Office also to approach the international organisations concerned at the beginning of 1951, in order to ascertain the progress made by them in giving effect to the conclusions of the Preliminary Migration Conference, and to bring the information so assembled to the attention of the Governments and international organisations concerned.

B. Report of the Asian Manpower Committee

1. The Asian Manpower Committee met on 16 November 1950 under the chairmanship of Mr. Wynes.

Approval of Minutes

2. The Committee approved the minutes of its preceding session (Geneva, 27 May 1950).

Progress Report

3. The Committee examined the chapter of this report concerning activities in Asia. In reply to a question from the Indian Employers' member, it was stated that the four training institutes mentioned in the report had begun work. Six persons—one from India, two from Indonesia, two from Japan and one from the Philippines—had taken part in the first institute (Organisation and Administration of National Training Programmes). Eighteen persons—two from Burma, six from Ceylon, seven from India, one from Japan, one from the Philippines and one from Thailand—had taken part in the second
The Committee examined a report on technical assistance. In reply to a question by the Indian Employers' member, it was explained that the Office thought it desirable to set up at the Asian Field Office a technical assistance unit which would be able to help Asian Governments individually to decide their technical assistance needs, to supervise and co-ordinate the work of experts sent to the region under the technical assistance programme and to carry the work through by providing Governments with continued assistance when the first stage was completed. However, the Office did not at present possess sufficient resources to set up this unit at once. To reach that result quickly, it was suggested that the technical assistance funds might be used, but, under the regulations of the Technical Assistance Board, that could be done only if Asian Governments so requested the International Labour Office, individually or collectively.

The Indian Employers' member expressed the view that it would be better to ask the Governing Body to provide a sufficient increase in the budget of the Asian Field Office to enable the unit in question to be set up immediately, since upon this depended the satisfactory application of the resolutions adopted by the Asian Regional Conference of the International Labour Organisation (Ceylon, January 1950). The Australian Workers' member supported this view, as he thought the beneficiary countries should have to bear only a minimum of the cost of technical assistance and he feared that if the procedure suggested by the Office was followed the regulations of the Technical Assistance Board would lay a heavy burden on them.

As a result of this discussion, the Committee decided to take note of the Office's proposals for the provision of the technical assistance requested by the Governments, employers' organisations and workers' organisations of the Asian countries in the resolutions adopted by their representatives at the Asian Regional Conference of the International Labour Organisation.

In addition, the Committee recommends the Governing Body—

(a) to urge the Asian Governments to make full use of the facilities offered by the expanded programme of technical assistance in the manpower field, in order that the resolutions adopted at the Ceylon Conference may be realised and the necessary manpower services developed as rapidly as possible;

(b) to examine the possibility of granting the necessary supplementary credits for the 1951 budget of the Asian Field Office, with a view to the immediate creation of a technical assistance unit attached to this Field Office and to ensure that the budget for 1952 for that Office is sufficient to guarantee the continuance of this unit.

If, however, the Governing Body does not consider it advisable to accept the suggestions made in (b) above, the Committee recommends the Governing Body to bring to the attention of the Asian Governments the proposal for the organisation, in the Asian Field Office, of a technical assistance unit capable of rendering effective and economical service to them in this connection and to invite these Governments to consider the desirability of filing (individually or collectively) their requests in the field of manpower with the International Labour Office so as to facilitate the establishment of such a unit as soon as possible.

The Committee further suggested that it would be useful for the Asian Governments to draw the attention of the Economic and Social Council at its next session to the fact that the conditions under which the Governments benefit from technical assistance often place a heavy burden on them and to request the Council to consider the possible revision of the rules so as to make them more favourable. The Committee also recommends that this matter be pursued with the United Nations.
Reproduction and Translation of Technical Documentation on Training in Principal Asian Languages

13. The Committee noted that the results of the enquiry made by the Office showed that the cost of reproducing and translating technical documentation on training into the principal Asian languages would be extremely high. It also considered that some participation in this cost by the Governments would be justified.

14. In conclusion, the Committee recommends the Governing Body to instruct the Office to request the Governments concerned to state—

(a) what particular documentation they need, in relation to the execution of projects for the development of technical and vocational training, as well as the languages in which this documentation should be made available;

(b) what would be the cost, in each country concerned, of the translation and reproduction of this documentation in the language or languages of the country.

15. The Committee further invites the Governing Body to stipulate that Governments benefiting by I.L.O. assistance for the translation and reproduction of such documentation should contribute to the extent of 20 per cent. to the expenditure arising out of this work.

C. Report of the Joint Session of the Manpower Committees

1. The Joint Session of the Manpower Committees was held on 16 November 1950, under the chairmanship of Mr. de Souza Bandeira.

Approval of Minutes

2. The Joint Session approved the minutes of its last session (Geneva, 29 May 1950).

Progress Report

3. In reply to a question by the United Kingdom Employers' member, it was explained that the fellowships mentioned in the report were financed from the Special Migration Fund or the expanded technical assistance programme and were not fellowships under the special fellowships programme of the I.L.O.

4. The Joint Session approved the chapters of the progress report relating to activities in the Near East, general activities and technical assistance. It then approved the report as a whole.

Proposed Manpower Field Office for the Near and Middle East

5. On the subject of the procedure proposed in the report for setting up this Field Office, the United Kingdom Employers' member expressed the fear that if the Governing Body approved the Office's proposals in detail before the Governments concerned had been consulted on the desirability of setting up this Field Office and the arrangements for doing so, it might be difficult for it later to modify its decision in the light of the views of the Governments.

6. After some discussion, the Joint Session decided to invite the Governing Body to authorise the Office to consult the Governments of the countries of the Near and Middle East on the following suggestions:

(a) that a Manpower Field Office should be set up for the Near and Middle East region;

(b) that the members of the staff of this Field Office should be essentially mobile in terms of activity within the region, in order that they might serve all countries as effectively and economically as possible;

(c) that the primary functions of this Office should be—

(i) to explore and clarify, in full collaboration with the Governments concerned, the needs of the countries of the region for advisory assistance in the manpower field;

(ii) to assist the Governments in formulating their requirements for such assistance;

(iii) to provide forthwith such assistance as might be appropriate and within the technical capacity of the Mission;

(iv) to arrange, in co-operation with the headquarters of the I.L.O., for the provision of assistance requiring additional experts, whether drawn from the permanent staff of the Office or from outside (e.g., under the expanded technical assistance programme of the Organisation);

(v) to direct, co-ordinate and generally supervise the activities of the I.L.O. on manpower questions in the region;

(vi) to keep the headquarters of the I.L.O. informed of manpower developments in the various countries of the region.
7. The Australian Workers' member asked why the Draft Model Agreement, which had already been examined once by the Permanent Migration Committee, was now submitted to the Joint Session of the Manpower Committees, which had not the time to take a decision on it with full knowledge of the subject. He proposed that the question should be placed on the agenda of an early session of the International Labour Conference. Various speakers, however, pointed out that the agenda of the Conference was already very heavy so that it might not be possible to deal with this question for a number of years. After some discussion, therefore, the Joint Session of the Manpower Committees decided to recommend the Governing Body—

(a) to authorise the Office to communicate at once to the Governments of States Members and international organisations concerned the text of the Draft Model Agreement on Migration for Land Settlement;

(b) to consider—

(i) whether the examination of this Draft Model Agreement should be referred to the next session of the Permanent Migration Committee; or

(ii) whether this question should be placed on the agenda of an early session of the International Labour Conference.
FOURTEENTH ITEM ON THE AGENDA

REPORT OF THE TECHNICAL ASSISTANCE COMMITTEE

1. The Technical Assistance Committee met on 17 November 1950 under the chairmanship of Sir Guildhaume Myrddin-Evans (United Kingdom).

Information on the Development of the Expanded Programme of Technical Assistance

2. The paper presented by the Office on this subject showed that the expanded programme of technical assistance has entered on its active phase, from the point of view of contributions received and of co-ordination between participating organisations as well as from the point of view of actual operation.

3. The Committee noted that the share of the contributions allocated to the I.L.O. by the Secretary-General of the United Nations out of the Special Account was at 30 October 1950 the equivalent, in various national currencies, of 720,000 U.S. dollars.

4. The Committee noted the efforts made by the Technical Assistance Board to find a satisfactory solution of the numerous and complicated problems arising in the field of administration and finance.

5. The Committee noted further that the I.L.O. had already received technical assistance requests from various countries of Asia, the Near and Middle East and Latin America, and that the Office had either already undertaken certain missions or prepared plans to meet these requests.

6. After it had been explained that the Special Migration Programme had not been included in the document under discussion because it was being examined by another committee of the Governing Body, and that the resident technical representatives were being appointed only after Governments of underdeveloped countries had sent in their requests (and with their financial participation), the Committee took note of the document as a whole.

Technical Assistance in Various Fields Falling Within the Competence of the I.L.O.

7. In accordance with the desire expressed by the Governing Body at its 112th Session (Geneva, June 1950) the Office had presented to the Committee a document and nine appendices describing the general lines along which the I.L.O. intends to furnish technical assistance in the various fields falling within its competence, except that of manpower, which the Governing Body had already examined at its last session.

8. Some concern was expressed in the Committee regarding a passage in the document which stated that the I.L.O. had so far tried to satisfy all requests received which fell within its competence, and that only if requests were to become so numerous as to make it impossible for the I.L.O. to satisfy them all with the financial means at its disposal would the choice of projects be based on the list of relative importance adopted by the 32nd Session of the International Labour Conference. It was felt that at present there was a danger that requests for technical assistance would be treated exclusively on a “first come, first served” basis. Other members of the Committee, however, felt that, as long as sufficient resources were available, it was difficult to act in any other way; it would otherwise be necessary to wait until all requests from underdeveloped countries were received before attempting to establish an order of preference between them. It was also explained that resolution 222 (IX) A, which was approved by the Economic and Social Council after the International Labour Conference of 1949 had adopted the report of its Technical Assistance Committee, had laid down two formal rules—that assistance can be furnished only at the request of Governments and only in the fields chosen by them. One of the aims of the appendices to the document submitted to the Committee, therefore, was to inform Governments of underdeveloped countries of the kind of assistance which the I.L.O. was in a position to offer. It was felt that this would encourage Governments to request assistance in the social field, a field which was of such importance to economic development.

9. It was also pointed out that all the appendices should be read in conjunction with the paper on manpower of which the Governing Body had taken note at its last session.  

10. It was agreed that an important function of the I.L.O. was to negotiate with and advise requesting Governments concerning the best way in which their needs might be met; in so doing, account should

1 See Minutes of the 112th Session of the Governing Body, Appendix XVI, p. 172.
11. A paragraph of the appendix relating to industrial relations and regulation of labour disputes gave rise to a long discussion. The Committee decided to ask the Office to clarify its text. In the course of the discussion it was pointed out that the Committee was not called upon either to approve or disapprove any of the appendices, but was simply being informed of the general lines laid down in them, for the purpose explained at the end of paragraph 8 above.

12. It was pointed out that members of the Committee and of the Governing Body would be able to examine the details of the appendices before the next session of the Governing Body, to be held in March 1951, and could appropriately raise at that session any points on which they desired to have clarification or which they wished to pursue in some other way. Subject to these observations, the Committee took note of the document under discussion.

I.L.O. Fellowships and Special Grants Programmes

Fellowships.

13. It was agreed that the document drawn up by the Office on this subject was of general interest and that it should be circulated to all members of the Governing Body; it is therefore annexed to the present report.

14. The Committee recommends the Governing Body to express its gratitude to the Governments of the various countries for their co-operation in offering host facilities and promoting the successful operation of the I.L.O. fellowships programme.

15. The Committee approved the measures taken by the Office to meet the difficulties encountered by certain metropolitan Governments in endeavouring to nominate fellows from their non-autonomous territories through a tripartite selection committee. As the same situation may have to be faced in the future, the Committee recommends the Governing Body, in the case of non-autonomous territories, to authorise the Office to dispense with the tripartite selection committee where it is felt that such a committee is not feasible, on the understanding that this arrangement will be reviewed in one year’s time. The Office will at that time report to the Governing Body on each of the cases in which the tripartite selection committee has been dispensed with, showing fully the reasons for the decision in each case.

16. The Committee noted that certain States Members also encountered difficulties when trying to establish tripartite selection committees, but for the time being the Committee thought that in this case it could only draw the attention of the Governing Body to these difficulties.

17. On the basis of the information contained in the document, the Committee noted that the number of fellowships granted by the I.L.O. was extremely small compared with the ever-increasing interest shown in labour questions and with the fellowships programmes of the other intergovernmental agencies.

18. As the Office indicated that the number of fellowships could be increased without going beyond the credit entered in the 1951 budget for this purpose, the Committee recommends to the Governing Body that for the year 1951 the I.L.O. should increase its number of fellowships to 27, three of which would be granted to indigenous persons from non-autonomous or trust territories under the control of the Netherlands, Portugal and New Zealand.

19. If the Governing Body approves this recommendation, a list of 24 countries will be drawn up in the same way as in 1950 and these countries will be invited to forward to the Office up to five applications each. Should the candidates proposed by any of these countries be regarded as wholly unsuitable by the Director-General, or should a country declare itself unable to accept the offer of a fellowship, the fellowship will be offered to another country within the same region. For this purpose the Director-General will draw up a supplementary list of countries at the same time as he draws up the list of the 24 countries, and both lists will be submitted to the Officers of the Governing Body for approval.

20. The representative of France stated that his Government was opposed to the distinction between non-autonomous territories and other territories and asked that this should be recorded in the Committee’s report.

21. It was also pointed out that the number of fellowships available to non-autonomous territories was not fixed but was subject to review in one year’s time, and that there was nothing to prevent metropolitan countries appearing on the list of 24 countries from forwarding to the Director-General applications by residents in their non-autonomous or trust territories.

22. After having noted the work and the suggestions of the Technical Working Group on Fellowships the Committee recommends to the Governing Body—

(a) that the Office continue, through the Administrative Committee on Co-ordination, to ensure close co-operation and co-ordination with other fellowship programmes;
(b) that in future, with regard to travelling expenses, the Office should negotiate with the Government in each case regarding its participation, which should not, however, in any case be less than 50 per cent. of the total fare;
(c) that the monthly allowances paid by the I.L.O. to its fellows should conform to the uniform scale adopted by the Technical Working Group of the Administrative Committee on Coordination; and
(d) that brief monthly reports be required from I.L.O. fellows, as well as a post-fellowship report two years after the end of the fellowship period.

23. As regards the insurance of fellows, it was decided—
(a) that the Governing Body should be kept informed of the progress of inter-agency discussions on that subject;
(b) that in these discussions the I.L.O. might suggest that home countries should consider placing the notes with companies in host countries, if this type of insurance is too expensive in the home countries;
(c) that before granting a fellowship the Office should do its best to obtain an assurance that the fellow is in fact insured; and
(d) that if home Governments declare that they take over responsibility for fellows in case of sickness, invalidity or death, the Office should be satisfied that compensation will be adequate before granting the fellowship.

24. After having noted that the flat rate allowance of 100 dollars for the travel of a fellow within his host country was very often insufficient, the Committee recommends to the Governing Body that this sum be replaced by a monthly allowance which would vary between 25 and 50 dollars in different countries, it being understood that sums not spent by a fellow in any one month will be made available to him during succeeding months and that the allowance will be paid only on the basis of proved actual expenditures.

25. As regards finance, it was agreed that host countries should be given full information on the financial arrangements and respective responsibilities of the Office, of the fellow and of the host country prior to the arrival of the fellow in his host country.

26. Some discussion took place on the plan for the exchange of social workers between European countries. The Office has been asked to furnish more complete information for examination during the next session of the Governing Body. It was agreed that the Office should continue to co-operate with the United Nations in the scheme, but that consideration of the proposal to pay part of the travelling expenses of the personnel in question should be postponed until the fuller information requested had been received and examined.

**Special Grants for the Study of the I.L.O.**

27. After having noted that the 1950 programme, which provided for 12 special grants to candidates from countries designated by the three groups of the Governing Body, had given excellent results, the Committee recommends that the Governing Body adopt a similar programme for 1951, each group of the Governing Body choosing four countries which will receive a special grant in that year.

**ANNEX**

I.L.O. Fellowships and Special Grants Programmes

Fellowships Programme

1. The Committee will recall that the fellowships programme for 1950 adopted by the Governing Body at its 110th Session (Mysore, January 1950) provided for 18 fellowships, of which three were to be granted to persons from non-autonomous territories. A list of 15 countries was to be drawn up by the Director-General on the basis of geographical distribution and approved by the Officers of the Governing Body.

2. The following countries were selected to receive a fellowship in 1950:
   - Asia: Burma, Ceylon, India, Philippines.
   - Europe: Bulgaria, Greece.
   - Latin America: Chile, Costa Rica, Ecuador, Uruguay, Venezuela.
   - Middle East: Egypt, Iran, Syria.
   - Others: Union of South Africa.

The Governing Body also selected Belgium, France and the United Kingdom for the award of fellowships to non-autonomous territories under their control.

3. Of the 15 countries selected, Bulgaria made no response, either to the letter of invitation or to a reminding telegram, while the Union of South Africa and Venezuela indicated their inability to avail themselves of the offer of a fellowship.

4. In accordance with the provisions of the programme the following countries were approached for host facilities: France, Mexico, the United Kingdom and the United States. Fellows from the following
countries are undergoing their studies in France: Egypt, Greece, Iran, Syria and Belgium (non-autonomous territory). Fellows from the following countries are due to begin their studies in the United Kingdom in January 1951: Burma, Ceylon, Chile and India. The fellow from the Philippines begins his study in the United States on 7 November, while it is proposed that the fellow from Costa Rica should undertake his studies in Mexico.

5. The Committee will no doubt wish to recommend to the Governing Body that it express its gratitude to the Governments of the various countries for their co-operation in offering host facilities and promoting the successful operation of the I.L.O. fellowships programme.

6. It has been found that the selection procedure envisaged by the Governing Body is not entirely satisfactory in regard to non-autonomous territories. Administering Powers have not found it feasible to set up tripartite selection committees in each of their territories in view of the small number of fellowships available, nor is it always possible to set up a representative central selection committee representing all the various dependent territories involved.

7. When these difficulties were indicated, the Office, having regard to the keen desire expressed by the Governing Body for the participation of non-autonomous territories in the I.L.O. fellowships programme and being anxious that these fellowships should not lapse, assumed the responsibility of leaving to the discretion of the metropolitan Government the method of selecting a suitable candidate.

8. The Committee is asked to approve the action of the Office and to recommend to the Governing Body that in future in the case of non-autonomous territories it should authorise the Office to dispense with the tripartite selection committee where it is felt that such a committee is not feasible.

9. Difficulties regarding the tripartite selection committee have also been experienced by certain independent Governments where the trade union situation does not lend itself to the easy establishment of a representative tripartite committee. It may be pointed out that it was for this reason that the Union of South Africa found itself unable to accept a fellowship.

10. The attention of the Committee is drawn to these difficulties, which it may consider desirable to indicate to the Governing Body.

Number of Fellowships.

11. Apart from a great number of individual requests, the Office has received several enquiries and requests from Governments regarding fellowships for their nationals. It is evident that there is a great demand for fellowships in fields which are the responsibility of the I.L.O. In the face of this demand it must be admitted that 18 fellowships per year are totally inadequate.

12. As the Committee is aware, the United Nations have hitherto awarded fellowships in I.L.O. fields. Several members of the Governing Body have referred to this arrangement and indicated that they regard it as unsatisfactory. As the I.L.O. did not award any fellowships itself until this year, the Office was not in a position to raise objections to this procedure. By arrangements made through the machinery of the Administrative Committee on Co-ordination, however, it was agreed that the I.L.O. should be consulted on the technical aspects of such fellowships. This consultation has been satisfactorily effected during the past two years or so.

13. By a letter dated 29 June 1950, Mrs. Myrdal, top ranking Director, Department of Social Affairs of the United Nations, informed the International Labour Office that her Department would no longer be able to award fellowships in I.L.O. fields. The text of this letter is as follows:

In previous years, and to some degree in the first months of 1950, the Department of Social Affairs has been in a position to award fellowships granted under the terms of Resolution 58(1) to candidates wishing to study in one of the fields which are within the province of the International Labour Organisation. These awards have been made after consultation with members of your staff who have kindly given technical advice on the content of studies in these cases.

We were very happy to agree to such an arrangement in the past when the demands on our programme were not so heavy. This year, however, we are faced with a demand for social welfare fellowships far exceeding our financial possibilities.

This being so, I am afraid we shall no longer be able to continue the practice of making awards of fellowships in subjects which are the concern of the International Labour Organisation. We shall of course always be prepared to consider a special and exceptional case such as that of Dr. George Lubinsky of Israel.

In order that you may be able to gauge the demand for fellowships in I.L.O. subjects, I propose with your concurrence to forward to you application forms received from Governments where the studies are more concerned with employment and labour problems as well as the techniques of social insurance.

At the same time we shall inform the Governments concerned that the cases have been so referred.

14. Since that date 26 applications for United Nations Social Welfare Fellowships in I.L.O. fields have been referred to the Office by the United Nations. Under the provisions of the I.L.O. programme, however, the Office has not been able to deal with any of these applications and they have been returned to the Governments concerned.

1 The United Nations has three fellowships programmes: Social Welfare; Economic Development; and Public Administration.
15. In addition, several applications for United Nations Economic Development Fellowships were referred to the Office as the fields of study were those for which the I.L.O. is responsible. These applications had to be returned to the United Nations, as the Office was unable to deal with them.

16. It may interest the Committee to learn that up till October this year the United Nations had offered, for the year 1950, the following 40 fellowships in I.L.O. fields: social security, 15; rehabilitation of the handicapped, 1; industrial relations, 4; industrial welfare, 5; employment services, 9; social aspects of migration, 3; co-operatives, 3.

17. The following comparative table of the amounts spent and the approximate number of fellowships offered annually may also be of interest to the Committee:

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Amount allotted for fellowships in 1950</th>
<th>Number of fellowships</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Nations:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(i) Social welfare</td>
<td>300,000</td>
<td>150</td>
</tr>
<tr>
<td>(ii) Economic development</td>
<td>200,000</td>
<td>100</td>
</tr>
<tr>
<td>(iii) Public administration</td>
<td>98,000</td>
<td>90</td>
</tr>
<tr>
<td>World Health Organisation</td>
<td>662,500</td>
<td>207 approx.</td>
</tr>
<tr>
<td>United Nations Educational, Scientific and Cultural Organisation</td>
<td>157,000</td>
<td>55</td>
</tr>
<tr>
<td>International Labour Organisation</td>
<td>33,750</td>
<td>18</td>
</tr>
</tbody>
</table>

18. The Committee may also be interested to note that the W.H.O. has awarded 13 fellowships in industrial hygiene since its fellowships programme has been in operation.

19. In these circumstances, the Committee may wish to consider the desirability of expanding the I.L.O.'s fellowships programme. It is suggested that the Committee should recommend to the Governing Body that for the year 1951 the I.L.O. should increase the number of fellowships to 27, three of which would be for indigenous persons from non-autonomous territories 1 under the control of the Netherlands, Portugal and New Zealand.

20. The selection procedure envisaged by the Governing Body provided that the Director-General should draw up a list of 15 countries on a basis of geographical distribution and submit this list for the approval of the Officers of the Governing Body. Though this procedure worked fairly satisfactorily during the past year, it entails several disadvantages. Even where a country is unable to make proper use of a fellowship, or where it does not have a suitable person to receive a fellowship, it naturally feels anxious to take advantage of the offer made to it and proposes candidates who may not be in a proper position to benefit from the training.

21. The Committee may wish to consider an alternative selection procedure. Should the proposal to increase the number of I.L.O. fellowships to 27 be approved, of which three are reserved for non-autonomous territories, it is suggested that a list of 24 countries should be drawn up in the same way as for 1950, and that these countries should be asked to submit the applications of up to five candidates each. Should the candidates proposed by any of these countries be regarded as wholly unsuitable or should a country not be in position to accept the offer of a fellowship, it should be offered to another country within the same region. For this purpose a supplementary list of countries should be drawn up and approved at the same time as the first list of 24 countries.

22. It is therefore suggested that the Committee should recommend to the Governing Body that the selection procedure be amended along the lines indicated in the preceding paragraph.

Technical Working Group on Fellowships.

23. The Technical Working Group on Fellowships of the Administrative Committee on Co-ordination met from 10 to 12 May 1950, and submitted the following points:

(1) It stressed the importance of uniformity in the fellowships programmes of the various international organisations.

(2) It suggested that Governments should be encouraged to make the maximum possible contribution to the costs of fellowships awarded to their nationals. In this connection the provision whereby the I.L.O. shares equally in travelling expenses was regretted, and it was felt that it would be more desirable to adopt a flexible formula which would enable the I.L.O. to negotiate with the Government in each individual case.

(3) The Working Group considered it very important that the scale of the monthly allowances should be the same for all organisations. At the request of the I.L.O. representative it was agreed that a uniform scale should be drawn up and that no change should then be made by any organisation without previously consulting all the other agencies operating fellowships programmes.

(4) The W.H.O. has made a special study of the problem of accident and sickness insurance of fellows. It was pointed out that the solution proposed by the I.L.O.—that of requesting home Governments to ensure that a fellow is covered by insurance before leaving his country—was wholly unrealistic. Such insurance policies were not always obtainable, and when they were they were usually very expensive. It was felt that the organisations should set aside a small reserve fund for cases of emergency. Though the organisations were not legally bound to meet emergency expenses incurred by their fellows, it was morally not possible to escape such a responsibility. However, the fellow should be recommended to take out an insurance policy in his host country, where possible.

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1 These territories should be taken to include Trust Territories.
(5) It was felt that a post-fellowship report two years after the fellowship period had ended was useful and should be required from all fellows. It was also felt that a brief monthly report served a useful purpose.

(6) The importance of proper language tests before the appointment of a fellow was stressed. It was recommended that representatives of agencies in requesting countries should co-operate in arranging suitable language tests.

24. In view of these proposals, it is suggested that the Committee recommend to the Governing Body:

(a) that the Office continue, through the Administrative Committee on Co-ordination, to ensure close collaboration and co-ordination with other fellowship programmes;

(b) that in future, with regard to travelling expenses, the Office should negotiate with the Government in each case regarding its participation, which should not, however, in any case be less than 50 per cent. of the total fare;

(c) that the monthly allowances paid by the I.L.O. to its fellows should conform to the uniform scale adopted by the Technical Working Group of the A.C.C. This scale varies from 300 dollars per month payable in Brazil, Poland, Switzerland and the United States, to 135 dollars payable in Argentina, Australia and New Zealand1;

(d) that the I.L.O. should not make it an absolute condition that a fellow be insured against accident and sickness before he leaves his country, but recommend that where possible this be done. A small reserve fund should be set aside to meet emergency hardship cases;

(e) that brief monthly reports be required from I.L.O. fellows, as also a post-fellowship report, two years after the end of the fellowship period.

25. The following suggestions of the Technical Working Group are also brought to the attention of the Committee:

Recognising that while, in principle, Trust and Non-Self-Governing Territories are generally covered by the provisions of international fellowship programmes, in practice the number of fellowships granted to the inhabitants of these territories is as yet small, it was agreed that it would be appropriate to suggest to the Governments of the Administering States that they take further steps, through such arrangements with the respective local Administrations of the Trust and Non-Self-Governing Territories, as will assist and expedite the development of fellowship programmes in those areas with a view to securing fuller participation of the Territories in these programmes.

The Working Group agreed that the existing training facilities were beginning to be overcrowded with national as well as foreign students and fellows. It is recommended that the host Governments should be encouraged to increase the present training facilities with the help, wherever appropriate, of international organisations.

Internal Travel.

26. For 1950, provision had been made for a flat rate allowance equal to 100 dollars for the travel of the fellow within his host country. It has been found that this is not a very satisfactory arrangement, as the need for and cost of travel vary widely from country to country. In most cases, the sum of 100 dollars for six months has been found to be insufficient.

27. It is therefore proposed that the Committee should recommend to the Governing Body that a monthly allowance ranging from 25 to 50 dollars per month be paid for this purpose, the amounts varying with the countries. The following scale of monthly allowances for internal travel will give an indication of the cost of living in different countries. The Office has, in practice, conformed to the uniform scale adopted by the Technical Working Group of the A.C.C. This scale varies from 300 dollars payable in Brazil, Poland, Switzerland and the United States, to 135 dollars payable in Argentina, Australia and New Zealand:

- Netherlands, Belgium, Switzerland, Czechoslovakia: 25 dollars.
- Scandinavia, France, United Kingdom: 35 dollars.
- United States: 50 dollars.

Fellowships under the Expanded Programme of Technical Assistance.

28. The following recommendations made by the Technical Working Group and later approved by the Technical Assistance Board relate to the granting of fellowships under the expanded programme of technical assistance. They are reproduced below for the information of the Committee:

(a) Funds under the expanded programme should not be utilised merely for an increase in the number of fellowships granted under the normal programme of the organisations, with the exception of the fellowships in economic development awarded by the United Nations under General Assembly resolution 200 (III). In consequence it was proposed that no stated funds should be allocated in advance for fellowships as such. In fact, the fellowships under the regular and expanded programmes should be complementary rather than interchangeable, the latter being more specifically designed to promote the economic development of the countries;

(b) Fellowships under the expanded programme may be granted either as part of a project comprising other forms of technical assistance or independently from other forms of technical assistance. In any event, and working through the mechanism referred to in paragraph 28, the organisa-
tions should be reasonably satisfied that the fellowships granted are related to economic development projects undertaken or planned in the country concerned, or would aim at improving administrative or training facilities bearing on economic development.

**Exchange Plan for European Countries.**

29. The United Nations has had under operation for some months a plan for the exchange of social welfare personnel among European countries. In essence this plan is as follows: each participating country is asked to set up a committee (in many cases this is the same as their Fellowships Committee). This committee gets into touch with Government administrations, institutions and organisations dealing with social welfare and collects from them all requests for personnel to visit foreign countries and all offers for host facilities to persons coming from other countries. These requests and offers are forwarded to the United Nations Office in Geneva, which correlates them and puts the committees directly in touch with one another regarding requests and offers which seem to meet each other.

30. The operation of this scheme involves no expenses to the United Nations apart from one administrative officer and one secretary. The scheme is not operated according to any rigid rules, but every receiving institution must be prepared to offer more or less equivalent host facilities.

31. The Secretariat of the United Nations invited the I.L.O. to participate in this exchange scheme, and the Office agreed to do so. It was thought that the scheme provided a useful complement to the I.L.O. fellowships programme. At present no additional expenses are involved but it is felt that, should the I.L.O. offer to meet even a small proportion of the travelling expenses, the possibilities of this exchange scheme could be very considerably widened. In this connection it may be recalled that the Governing Body has set aside 5,000 dollars for the support of the fellowships schemes in I.L.O. fields.

32. It is suggested that the Committee should recommend the Governing Body to authorise the Office to draw on these funds in promoting the proposed exchange of personnel.

**Special Grants Programme**

33. The Committee will recall that the following 12 countries were chosen by the three groups of the Governing Body to receive an interneship (special grant)\(^1\), for the study of the I.L.O. to be carried out at the Office in Geneva:

- Governments: Norway, Pakistan, Thailand, Turkey.
- Employers: Ceylon, Chile, Italy, Mexico.
- Workers: Brazil, Egypt, India, Uruguay.

34. Nominations from all these countries have been received, and on 21 October four internes had already finished their studies, while another four were pursuing them.

35. During their two months' stay in Geneva, the internes have been attached to various Divisions and Services of the Office. Such a programme has proved to be most useful; besides developing personal contacts with various officials, it has enabled these internes to acquire a first-hand knowledge of the working of the Office and the Organisation.

36. In many cases the internes have been of great help to the Office in providing information concerning their Government or their sponsoring organisation.

37. It must be pointed out, however, that the study programmes of these internes have added considerably to the work of various officials of the Office.

38. It is suggested that the Committee recommend to the Governing Body that a similar programme be adopted on a continuing basis, and that each of the three groups be asked to select four countries to receive an interneship for 1951.

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\(^1\) The terminology adopted by the Governing Body was "special grant" and "special grant-holder". It is proposed that this be changed to "interneship" and "interne" in order to conform with the terminology used by other international organisations.
APPENDIX XV

FIFTEENTH ITEM ON THE AGENDA

REPORT OF THE INTERNATIONAL ORGANISATIONS COMMITTEE

I. The International Organisations Committee met on 18 November 1950 under the chairmanship of Sir Guildhaume Myrddin-Evans.

I. Participation of the I.L.O. in Planning and Carrying Out the Economic Rehabilitation of Korea

2. The Committee noted the requests made by the Security Council and the Economic and Social Council that the specialised agencies should provide such assistance as the Unified Command might request for the relief and support of the civilian population of Korea, and the request contained in the resolution under consideration by the General Assembly that the specialised agencies should, subject to appropriate financial arrangements and arrangements designed to ensure fullest co-ordination of effort, make available to the maximum extent possible such facilities, advice and services as the Agent-General for Korean Reconstruction to be appointed by the United Nations may request.

3. The Committee recommends that the Governing Body should, in accordance with the Agreement between the International Labour Organisation and the United Nations, authorise the Director-General to render all appropriate assistance to the United Nations which may be requested under these resolutions; it points out that the purpose of such assistance will be to ensure that the objectives of the I.L.O. are kept constantly in view in the reconstruction of a unified, independent and democratic Korea.

II. Relations between the I.L.O. and the Council of Europe

4. The Committee noted that the Consultative Assembly of the Council of Europe had, in August 1950, recommended to the Committee of Ministers (i) that before each session of the International Labour Conference a preparatory conference should be organised within the framework of the Council of Europe with a view to holding prior discussions on questions contained in the agenda of the International Labour Conference; and (ii) that the Committee of Ministers should refer to the Consultative Assembly requests for an opinion on those items on the agenda of the International Labour Conference which, in the opinion of the Committee of Ministers, fall particularly within the scope of the work already undertaken by the Consultative Assembly.

5. The Committee noted that the Consultative Assembly had also made recommendations to the Committee of Ministers concerning a European code of social security, that it was taking an interest in such questions of concern to the I.L.O. as housing, migration, and (within the framework of a draft European Human Rights Convention) forced labour and freedom of association, and that there had already been inter-secretariat contact between the Office and the Secretariat-General of the Council of Europe.

6. After consideration of the question of co-ordination between the I.L.O. and the Council of Europe in the light of the characteristics of the Constitutions of the two organisations and the need to avoid unnecessary duplication and overlapping and to facilitate concentration of effort, the Committee recommends that the Director-General should be guided by the following principles in seeking to establish satisfactory working arrangements with the Council of Europe:

(a) The International Labour Organisation is a universal organisation which seeks to enlist the co-operation of all nations to promote throughout the world action to secure the implementation of the objectives set forth in the Constitution of the I.L.O. and the Declaration of Philadelphia; as a universal organisation the I.L.O. attaches the greatest importance to the maintenance and advancement of world standards in the social and labour fields.

(b) While maintaining at all times this universal character and remaining—subject to the obligation to co-operate with the United Nations in the maintenance of international peace and security—outside political controversies between nations or groups of nations, the I.L.O. is at the disposal of all States Members to give them whatever assistance they may require, either severally or through regional organisations of which they are members, in implementing, in the light of the world standards evolved through the I.L.O., the objectives for which the I.L.O. itself exists.

(c) In pursuance of this policy the I.L.O. would be prepared to give to the Council of Europe, or to any other regional grouping of States in any part of the world, whatever practical assistance it can in implementing the I.L.O.’s objectives.
(d) In so doing, one of the primary objectives of the I.L.O. will be to avoid unnecessary duplication and overlapping and to facilitate concentration of effort with a view to securing the most effective use of the resources available to all international and regional organisations.

(e) With this in view, arrangements should be made for regular consultation between the two organisations on matters of common interest for the purpose of realising their objectives and co-ordinating their respective functions. Appropriate administrative arrangements to ensure effective collaboration and liaison between the staffs of the two organisations would also be required.

(f) The arrangements for reciprocal representation made with the United Nations and the specialised agencies have been a useful means of co-ordination. The special character of the Council of Europe as a partly inter-ministerial and partly inter-parliamentary body presents certain problems which did not arise in respect of the Agreements now in force. It might, however, be suggested to the Council of Europe that, in view of the advantages to be derived from reciprocal representation, the I.L.O. would be prepared, subject to it being possible to devise arrangements which would in practice secure effective reciprocity, to grant to the Council of Europe representation involving participation at I.L.O. meetings without vote in so far as the Council of Europe considers it possible to take similar action.

(g) If, however, in view of the special circumstances of the case, the Council of Europe does not consider it practicable to make effective arrangements for reciprocal representation, the I.L.O. would be prepared to explore other possible devices to secure satisfactory co-ordination by means of appropriate joint machinery or joint procedures. One possibility would be consultations of the type envisaged in the Agreement between the I.L.O. and the Organization of American States which provides that, when circumstances so require, consultations will be arranged between representatives of the two organisations to agree upon the most effective manner in which to organise particular activities and to secure the fullest utilisation of the resources of the two organisations.

(h) The suggestion of the Consultative Assembly for the holding of European regional conferences to consider matters of common interest presents questions of special importance. The most appropriate arrangement would appear to be for the I.L.O. to convene such European regional meetings as may be necessary to deal with matters within the I.L.O.'s sphere of action which are suitable for regional consideration in the same manner as that in which it has convened regional conferences for the Americas, Asia and the Middle East, and special conferences of the type held, for example, to consider the problems of Rhine boatmen. Such conferences could be held at the instance of the Council of Europe in any case in which the Council of Europe might wish to approach the I.L.O. with regard to a particular subject with a suggestion for action, and there might be recognised arrangements for regular consideration by the Governing Body of any suggestions which the Council of Europe might wish to make for action at such conferences. It would also seem possible to make appropriate arrangements for the Consultative Assembly of the Council of Europe to be kept informed through the Committee of Ministers of action taken by the I.L.O.

7. The Committee's views on the general question of regional conferences for Europe have been made clear in paragraph 6 (h) above. As regards the Assembly's resolution on a European Code of Social Security, the Committee of Ministers has now referred the matter to a Committee of Experts. At the same time, the I.L.O. at the coming session of the International Labour Conference will be considering proposed international regulations on objectives and minimum standards of social security. In these circumstances, the Committee suggests that the Governing Body should note with satisfaction the suggestion that the Council of Europe should endeavour to promote, among the countries which are members of the Council, a common view upon the matters to be dealt with by the International Labour Conference, and should place it on record that, if the consultations of the European experts disclose useful scope for further European action on specific questions, the I.L.O. will be prepared to take, with the co-operation of the Council of Europe as envisaged in paragraph 6, any necessary action and to convene any conference necessary for the purpose.

III. Proposed Covenant on Human Rights

8. At its Eleventh Session (July-August 1950) the Economic and Social Council referred to the General Assembly for decision the basic question of policy whether the proposed Covenant on Human Rights should include provisions concerning economic and social rights. The Third Committee of the General Assembly has now recommended that such articles should be included in the Covenant and that the Economic and Social Council should be asked to frame a revised draft of the Covenant including such articles for consideration at the Sixth Session of the General Assembly (September-December 1951). The proposed resolution being submitted to the General Assembly by the Third Committee calls upon the Economic and Social Council to request the Commission on Human Rights to take such steps as are necessary to obtain the co-operation of other organs of the United Nations and of the specialised agencies in the consideration of such rights, and requests the Economic and Social Council to give consideration at its Twelfth Session (February-March 1951) to the methods by which the specialised agencies might co-operate with the Commission on Human Rights with regard to economic, social and cultural rights.

9. As it now seems improbable that the General Assembly will feel able to accept the view originally expressed by the Governing Body that it would be preferable not to attempt to include in the proposed Covenant articles dealing with economic and social rights, responsibility for the implementation of which

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1 Such consultation would be accompanied by the fullest exchange of information on the development of those aspects of the activities of each organisation of interest to the other. The two organisations would combine their efforts to obtain the best use of statistical and legislative information and to ensure the most effective utilisation of their resources in the assembling, analysis, publication and diffusion of such information with a view to reducing the burdens on the Governments and other organisations from which such information is collected. The fullest and promptest exchange of information and documents concerning matters of common interest would be necessary.
rests primarily with the specialised agencies, the Committee recommends that the Governing Body should now seek the full association of the I.L.O. from the outset in the drafting of the proposed articles on economic and social rights.

10. It suggests that the most satisfactory procedure for this purpose would be for a working party to be established composed of representatives of the Commission on Human Rights and of the specialised agencies concerned to prepare a draft of such articles, which would then be considered by the full Commission on Human Rights prior to submission to the Economic and Social Council and the General Assembly; and it recommends that this proposal should be formally submitted to the Economic and Social Council at its next session (February-March 1951). Should this procedure be agreed to by the Council, the Committee feels that I.L.O. representation on the proposed working party should consist of a tripartite delegation from the Governing Body.

11. The composition of the I.L.O. delegation to the Commission on Human Rights when the draft articles are considered can be deferred until the February-March session of the Governing Body, but some members of the Committee are of opinion that such representation also should take the form of a tripartite delegation from the Governing Body.

12. Reports on the progress made should be submitted to the Governing Body through the International Organisations Committee in order to permit the representatives of the I.L.O. at the Economic and Social Council and the General Assembly to express authoritatively the views of the International Labour Organisation on the matter.

IV. Forced Labour

13. The Governing Body will recall that at its 109th Session (June 1949)1 it expressed its concern at the alleged existence of forced labour in many countries and its view that the matter is within the competence of the International Labour Organisation, that there should be an impartial enquiry into the question in collaboration with the United Nations, and that the Director-General should therefore establish close contact with the Secretary-General of the United Nations with a view to the establishment of an impartial commission of inquiry into the whole question at the earliest possible moment.

14. At its Eleventh Session (July-August 1950) the Economic and Social Council had before it a draft resolution proposed by the United Kingdom and the United States which reads as follows:

The Economic and Social Council,
Recalling its previous resolutions on the subject of forced labour and measures for its abolition;
Considering the replies furnished by Member Governments to the communication addressed to them by the Secretary-General in accordance with resolution 195 (VIII);
Taking note of the communication from the International Labour Organisation setting forth the discussions on the question of forced labour at the 111th Session of the Governing Body;
Decides to invite the International Labour Organisation to cooperate with the Council in the earliest possible establishment of an ad hoc Committee on Forced Labour of not more than five independent members to be appointed jointly by the Secretary-General and the Director-General of the International Labour Office with the following terms of reference:

(i) to survey the field of forced labour, taking into account the provisions of International Labour Convention No. 29, and enquiring particularly into the existence, in any part of the world, of systems of forced or "corrective" labour which are employed as a means of political coercion or punishment for holding or expressing political views, or which are on such a scale as to constitute an important element in the economy of a given country;
(ii) to assess the nature and extent of the problem at the present time; and
(iii) to report the results of its studies and progress thereon to the Council and to the Governing Body of the International Labour Office;

Requests the Secretary-General and the Director-General to supply the professional and clerical assistance necessary to ensure the earliest initiation and effective discharge of the ad hoc Committee's work.

The Council decided, however, to adjourn its debate on forced labour and not to take a decision on this joint draft resolution until its Twelfth Session (February-March 1951).

15. The Committee suggests that the Governing Body should take note of the text of this draft resolution proposed by the United Kingdom and the United States, should express its willingness to co-operate in the manner suggested in the draft resolution, and should authorise the Director-General to co-operate with the Secretary-General of the United Nations in implementing the draft resolution in the event of its approval by the Economic and Social Council.

16. Before making this recommendation the Committee considered a telegram which was received by the Office from the Department of Labour of the Union of South Africa 2 and noted that as the proposal in the draft resolution before the Economic and Social Council involves the establishment of a commission

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2 The text of the telegram is as follows: "From the limited information disclosed in I.L.O. News Service, IS. 22, dated 11 March 1950, it would appear that a proposal to set up a Commission on Forced Labour is to be considered at the next meeting of the Governing Body. If the proposal travels beyond establishing a commission merely to collect factual information and visualises the Governing Body taking action on its own in the absence of the consent of the Member States similar to that proposed in the case of the Commission on Freedom of Association, Union Government would be grateful if no specific decision is taken before the next session of the Conference as any such proposal would appear to be open to objections on constitutional grounds similar to those advanced at last session of Conference. Government would appreciate full information regarding the proposal. Meanwhile it reserves its position regarding proposed establishment of Commission on Forced Labour. (Signed) Arbeid Pretoria."
for surveying the field of forced labour and assembling information, it appeared that the apprehensions of the Union Government were not justified and it was not necessary to delay action on the matter.

17. The representative of the Government of Australia expressed certain misgivings about the proposal which is now before the Economic and Social Council and the desirability of the I.L.O. committing itself to a point of view before the further discussions which are to take place at the Council. He informed the Committee that he would raise the matter again in the Governing Body.

V. Full Employment

18. The Committee noted that the Economic and Social Council at its Eleventh Session (July-August 1950) considered the report on National and International Measures for Full Employment, prepared by a group of experts appointed by the Secretary-General of the United Nations under Council resolution 297 E (IX), and also had before it a resolution on action against unemployment adopted by the International Labour Conference on 30 June 1950, as well as the record of the Conference debate on this resolution and the Office report entitled Action Against Unemployment. At the end of its discussions, the Economic and Social Council adopted on 15 August 1950 a resolution on full employment.1

19. In paragraph 1 of its resolution the Council decides to place on its agenda once each year the problem of achieving and maintaining full employment. The International Labour Organisation will need to be in a position to express its views on problems of unemployment and underemployment to the Council year by year on the occasion of these annual discussions. The Committee noted a suggestion that the most convenient procedure for achieving this might be that a committee of the Governing Body should undertake each year an examination of such aspects of the current employment situation or such problems of full employment policy as may be of special interest at the time, in order to formulate such views as it may consider appropriate for communication to the Economic and Social Council, possibly in the form of a brief for the use of the I.L.O. representative at the Council. If, as is expected, the Council decides to consider the employment item at its summer session, the committee in question could conveniently undertake its review at the time of the June meeting of the Governing Body. In these circumstances, the Committee decided to place on its agenda for its February session consideration of the procedure whereby the Governing Body could make its views on these problems known to the Council each year.

20. In paragraph 6 of the resolution, the Council invites the International Labour Organisation to take all feasible further steps towards the practical implementation of the recommendations of the Sixth International Conference of Labour Statisticians, in order to facilitate international comparability of employment and unemployment data. The Committee considered a paper prepared by the Office on the methods of calculating percentage rates of unemployment and noted that, though the guiding principles of such methods had been laid down by the Sixth International Conference of Labour Statisticians, an examination of the materials actually available for the different countries reveals a considerable gap between the statistics called for and the statistics available.

21. In these circumstances, the Committee recommends that the Governing Body authorise the Director-General to pursue actively the question of making possible international comparisons of unemployment percentages with special reference to the specific uses which they should serve, paying particular attention to the highly industrialised countries, beginning with those of Europe, and to get in touch with Governments at an early date with a view to ascertaining their views on the question of the scope for further action by the I.L.O. The Committee also recommends that the Secretary-General prepare a report on the manner in which the consultations between the Office and the Governments which have expressed interest in this matter are proceeding would be submitted to the Governing Body at an early session.

22. In paragraph 8 the Council requests the Economic, Employment and Development Commission to examine the reports, analyses and studies transmitted to it by the Secretary-General. The Committee recommends that the International Labour Organisation should co-operate fully in the examination of these reports, analyses and studies, especially in connection with wage and price policies and the geographic and occupational mobility of labour and also generally with a view to appraising the effects of proposed targets and policies on living standards and conditions of work.

23. In paragraph 21 the Council recommends the Governments, the specialised agencies concerned and the Secretary-General to facilitate the international mobility of labour, through migration, as a contribution to solving the problems of unemployment. The Committee noted the action currently being taken by the International Labour Organisation in the field of migration, as described in a document on "Action taken to give effect to the conclusions of the Preliminary Migration Conference", submitted to the Joint Session of the Manpower Committees of the Governing Body at its current session.

24. In paragraphs 22 and 23 the Council requests the Secretary-General to appoint a small group of experts to prepare a report on unemployment and underemployment in underdeveloped countries, and requests the Economic, Employment and Development Commission to examine and comment on this report. The Committee recommends that when the group of experts has been appointed the Director-General should take steps to bring to their notice the views on the subject which have been expressed by general and regional conferences of the I.L.O.

25. In paragraph 24 the Council recommends the Secretary-General and the appropriate specialised agencies to provide, within their capacities, technical assistance for the achievement of full employment.

The Committee noted the action being taken by the International Labour Organisation in this field in the organisation of the employment market, including the development of employment and training services, as described in documents which have been submitted to the Governing Body's Committee on Technical Assistance.

26. The Committee also noted the recommendation on full employment adopted by the Consultative Assembly of the Council of Europe on 26 August 1950, recommending national action along certain of the lines suggested in the Council’s resolution or in the report of the United Nations group of experts on national and international measures for full employment, including study by the Secretary-General of the Council of Europe, in consultation with the International Labour Organisation and the Economic and Social Council, of national full employment targets. The Committee recommends that the Director-General should continue to follow closely the activities of the Council of Europe in this field and should cooperate in every way possible in the studies proposed by the Consultative Assembly.

VI. Concentration of Effort of the United Nations and the Specialised Agencies

27. The Economic and Social Council adopted on 9 August 1950 a resolution (a) requesting the Secretary-General, through the Administrative Committee on Co-ordination, to enlist the cooperation of the executive heads of the specialised agencies in ensuring prior inter-agency consultation on all projected activities of concern to more than one organisation, and (b) recommending submission of the results of such consultations to the competent organs of the United Nations and the specialised agencies when they consider such projects.1

On the same occasion, the Economic and Social Council approved a report by its Co-ordination Committee on the problem of establishing priorities. This report suggests that the Council should request the Secretary-General, in collaboration with the Administrative Committee on Co-ordination, to indicate from time to time certain broad fields of activity and objectives which, in their opinion, might receive major emphasis and which might be tackled either by one agency or by the United Nations organs as a team. It is clear that one such field is the economic development of underdeveloped areas. The report recognises that the complex process of establishing priorities can only be undertaken, as already observed by the Governing Body, by the organs directly responsible for the field of work concerned, and that in the United Nations and in most of the agencies there are certain necessary basic continuing functions which cannot be attributed exclusively to any one of the programmes maintained by an organisation. With these qualifications in mind, the report suggests certain provisional criteria for the use of the United Nations and the specialised agencies in evaluating priorities, and recommends that the Administrative Committee on Co-ordination should indicate to the Thirteenth Session (summer 1951) of the Economic and Social Council how these criteria have worked in practice. The criteria suggested postulate examination of proposed activities under the headings of urgency, feasibility, scope, preparation and co-ordination, and expected results. The relevant passages of the report are as follows:

In approaching this problem, the Committee envisaged the total effort of the United Nations and the specialised agencies in the economic and social spheres as being made up of broad fields of work (i.e., the economic development of underdeveloped areas or the control of narcotics) each of which was seen to consist in turn of programmes (i.e., the expanded programme of technical assistance or the limitation of the production and distribution of opium) and, in most cases, of projects within programmes.

As regards priorities among broad fields of work, the Committee believed that general recommendations by the Council might contribute much to aligning international effort in the economic and social fields and that they might be based on the efforts of the United Nations and the specialised agencies towards agreed objectives. The Committee suggests that the Council should request the Secretary-General, in collaboration with the Administrative Committee on Co-ordination, to assist in this task by indicating from time to time certain broad fields of activity and objectives which, in its opinion, might receive major emphasis and which might be tackled either by one agency or by the United Nations organs as a team. It is clear that one such field, as already emphasised by the General Assembly and the Council, is the economic development of underdeveloped areas.

The process of establishing priorities, either as between programmes within a particular field of work or as between projects within programmes, must inevitably be a highly complex one, which can only be undertaken by the organs directly responsible for the field of work concerned. The activities of some agencies are largely governed by statutory provisions, and the question of determining priorities, therefore, may not arise to the same extent in their case. In all organisations, programmes vary in character, some involving both non-operational and operational projects, whilst others have no operational aspects. Moreover, in the United Nations and in most of the agencies, there are certain basic continuing functions which, while necessary both as essential services to Governments and for the maintenance of a number of programmes, cannot be attributed exclusively to any one of these programmes. In other cases studies of the problems in a particular field are carried on for the purpose of providing advice, recommendations or assistance as the circumstances require.

In light of these considerations the Committee, in mind of the fact that some criteria can be established which would provide for the organs of the United Nations and the specialised agencies a common approach to the evaluation of priorities between programmes within a particular field of work and between projects within those programmes. The Committee felt that these criteria, which are set forth below, would represent at present a more constructive, if less direct, approach to the problem of priorities than an attempt to review, in terms of categories of priorities, the manifold and diverse activities of the United Nations and the specialised agencies as set forth in the 1950 Catalogue. While these criteria should be constantly used by international secretariats and executive organs of international bodies, their effectiveness will largely depend upon the extent to which Governments, through their delegates, are prepared to apply them to proposals submitted at the various international conferences. The Committee recommends, however, that they should be employed by the Council and the specialised agencies during the interval between the eleventh and sixteenth sessions of the Council and that the A.C.C. should, in its annual report to the sixteenth session, indicate how these criteria have worked in practice and submit suggestions for their improvement.

The criteria should be taken as a whole, and the order in which they are listed below in no way reflects their relative importance. They are all subject to two overriding principles: (a) that international action will be justified only in cases where the desired results cannot be achieved by unassisted national action with some degree of certainty and within a reasonable time; (b) that the proposed action must be technically sound and adapted to its purpose. No single criterion is intended to be absolute, nor will all the criteria necessarily be applicable to every programme or project under consideration. Several of the criteria indeed relate primarily to operational programmes rather than to long-term studies which may be necessary to provide a general framework for action.

1 For the full text of the resolution see Economic and Social Council, Official Records: Fifth Year, Eleventh Session (3 July-16 August 1950), Resolutions, Supplement No. 1, pp. 63-74, Resolution 324 (XI): Relations with and co-ordination of specialised agencies.
CRITERIA FOR PRIORITIES

Urgency: Is there a pressing need for action of the kind proposed?

Feasibility:
(a) Can qualified personnel be made available?
(b) Are local conditions likely to be favourable?
(c) Will the Governments concerned participate?

Scope:
(a) Will the proposed action benefit directly or indirectly a significant number of Member States?
(b) Will the proposed action benefit directly or indirectly a significant number of people?

Preparation and Co-ordination:
(a) Have the necessary preliminary studies and preparations been made?
(b) Has full account been taken of work already carried out in this field by other organisations?
(c) Have the possibilities of action or financing from sources other than United Nations and the specialised agencies been fully explored?
(d) Is the organ or agency concerned best suited to undertake the proposed action?
(e) Can the proposed action be integrated into other projects in the same field?

Results:
(a) Are results likely to be significant in relation to the outlay of effort and financial resources and are they likely to accrue within a reasonable time?
(b) Will those results be demonstrable?
(c) Will the States concerned be in a position to carry on the proposed activities after they have ceased to be under international auspices?
(d) Will the proposed action assist and stimulate national action so as to ensure that the international effort expended produces the maximum results at the national or regional level?
(e) Will the proposed action assist a significant number of those Member States or those people whose needs for economic and social advancement are greatest?
(f) Will the proposed action further significantly the total effort of the United Nations and the specialised agencies for the promotion of the economic and social objectives outlined in the Charter?

The Committee considered the suggestion that a logical extension of the Committee's agreement on criteria would also be to agree—at least in principle—to establish categories of priorities for the Council's own projects. However, the Committee felt that it was not practicable, at this stage, to do more than formulate criteria which might provide a basis for determining the relative importance of the Council's activities.

The Committee had also before it a detailed proposal by the Brazilian delegation suggesting a new procedure for the establishment and maintenance of priorities. This proposal involved the separation of the budgets of the specialised agencies into (a) a regular budget which would be stabilised at a given level, and (b) an operational budget. The budgets of the agencies in this form would be presented to their governing organs for approval and thereafter to the Economic and Social Council through the A.C.C. The Council would then report to the General Assembly concerning administrative and financial implications of the projects proposed for the following year, and would recommend, where necessary, priorities for projects which had reached the operational stage. The Committee took note of the Brazilian suggestion and it agreed that the proposal should be transmitted to the A.C.C. for its information.

28. In view of the Governing Body's previously stated understanding that the I.L.O., in fixing its own priorities, would take fully into consideration the work of other organisations and also any recommendations regarding priorities made by the Economic and Social Council, the Committee suggests that the Governing Body should take note of the criteria proposed by the Economic and Social Council, together with the qualifications contained in the report of the Council's Co-ordination Committee and that Committee's view that these criteria would probably require further elaboration and development, and should authorise the Director-General to inform the United Nations that the Governing Body will continue to bear these criteria in mind when making decisions concerning the programme of the I.L.O.

29. The Committee also took note of a further resolution of the General Assembly requesting each specialised agency to review its 1952 programme during 1951, using these criteria, and requesting the Economic and Social Council to review during 1951 the 1952 programmes of the United Nations and the specialised agencies using the same criteria, with the assistance of the Advisory Committee on Administrative and Budgetary Questions on administrative and financial aspects, and to report to the Sixth Session (1951) of the General Assembly on the results of these reviews. The Committee noted that proposals concerning the manner in which the I.L.O. should respond to this resolution will be submitted to the Committee on the occasion of the next session of the Governing Body.

VII. Eighth Report of the Administrative Committee on Co-ordination


VIII. General Information

31. The Committee also took note of the general information submitted to it concerning current developments in relations between the International Labour Organisation and other international organisations, and noted with special satisfaction that the Agreement between the International Labour Organisation and the Organization of American States came into force on 26 July 1950.

IX. Report on the First Session of the Joint I.L.O.-W.H.O. Committee on Industrial Hygiene

32. The Committee considered the recommendations made by the Joint I.L.O.-W.H.O. Committee on Industrial Hygiene at its First Session (28 August-2 September 1950).

33. The Joint Committee agreed that the roles of the I.L.O. and the W.H.O. in respect of occupational health are complementary in character; it recommended co-operation between the two organisa-
tions in a preliminary study of the effects of modern industrial methods on the health of workers, so as to enable the earliest possible consideration to be given to the question of further action; it adopted a number of suggestions concerning the training in occupational medicine of doctors and auxiliary medical personnel, and concerning co-operation between industrial medical services and public health services.

34. **The Committee recommends the Governing Body**—

(a) to take note of the Joint Committee’s recommendations;

(b) to agree, as requested by the World Health Organisation, that the name of the Joint Committee be changed to “Joint I.L.O.-W.H.O. Committee on Occupational Health”; and

(c) to communicate the Joint Committee’s recommendations to the Committee on the programme of work of the Office in the fields of industrial safety and health.

*Guildhaume Myrddin-Evans,*  
*Chairman.*
APPENDIX XVI

SIXTEENTH ITEM ON THE AGENDA

COMPOSITION OF COMMITTEES

Advisory Committee on Juvenile Employment

New Appointment.

1. The Governing Body is asked to approve, for a period of three years, the following new appointment:
   Mr. D. C. Barnes (United Kingdom), Youth Employment Department, Ministry of Labour and National Service, London.

Correspondence Committee on Recreation

Resignation.

2. The Governing Body is asked to take note of the resignation of the following member:
   Miss Bedriska Roubickova (Czechoslovak).

Subcommittee on Automatic Coupling of Railway Vehicles

New Appointment.

3. The Governing Body is asked to approve, for a period of three years, the following appointment of a Government representative:
   Mr. Howard R. Longhurst (United States), Safety Inspector, Division of Safety, Inter-State Commerce Commission, Washington, D.C.

Committee of Statistical Experts

Resignations.

4. The Governing Body is asked to take note of the resignation of the following members:
   Mr. C. Bettelheim (French).
   Mr. Stanley Lyon (Irish).
   Mr. Arne Skaug (Norwegian).

New Appointments.

5. The Governing Body is asked to approve, for a period of three years, the following new appointments:
   Mr. Aboughanem (French), Chief of the Statistics Division, Ministry of Labour and Social Security, Paris.
   Mr. Petter Jakob Bjerve (Norwegian), Director-General of the Central Bureau of Statistics, Oslo.
   Mr. R. C. Geary (Irish), Director, Central Statistics Office, Dublin.

Reappointments.

6. The Governing Body is asked to reappoint, for a period of three years, the following members whose terms of office expire in 1950:
   Mr. Erland von Hofsten (Swedish).
   Mr. P. J. Indenburg (Netherlands).

Correspondence Committee on Industrial Hygiene

New Appointment.

7. The Governing Body is asked to approve, for a period of three years, the following new appointments:
   Dr. Luigi Carozzi (Italian), Former Chief of the Industrial Hygiene Section of the International Labour Office, Honorary Professor, University of Geneva.
   Prof. Enrico C. Vigliani (Italian), "La Medicina del Lavoro", Milan.
   Dr. Louis Roche (French), Professor of Industrial Medicine, University of Lyons.
   Dr. G. C. E. Burger (Netherlands), Medical Director of Philips Gloeilampenfabrieken, Eindhoven.
   Dr. H. B. Elkins (United States), Division of Occupational Hygiene, Massachusetts Department of Labor and Industries, Boston, Mass.
Reappointments:

8. The Governing Body is asked to reappoint, for a period of three years, the following members whose terms of office expire in 1950:

- Professor P. Bonnevie (Danish).
- Professor S. V. Gudjonsson (Danish).
- Dr. P. A. van Luijt (Netherlands).

Silicosis Subcommittee.

New Appointments.

9. The Governing Body is asked to approve, for a period of three years, the following new appointments:

- Dr. C. N. Davies (United Kingdom), Mines Physicist, London School of Hygiene and Tropical Medicine, London.
- Dr. C. M. Fletcher (United Kingdom), Pneumoconiosis Research Unit, Llandough Hospital, Cardiff (South Wales).
- Prof. C. E. Gernex-Rieux (French), Institut Pasteur, Lille.
- Prof. Theodore Hatch (United States), Professor of Industrial Health Engineering, School of Public Health, University of Pittsburgh, Pittsburgh, Pa.

Reappointments.

10. The Governing Body is asked to reappoint, for a period of three years, the following members whose terms of office expire in 1950:

- Professor S. V. Gudjonsson (Danish).
- Professor Emil Paluch (Polish).

Committee of Experts on the Application of Conventions and Recommendations

Reappointments.

The term of office of several members of the Committee is about to expire. The reappointment for the usual period of three years of the following members is therefore suggested:

- Sir Atul Chatterjee (Indian).
- Mr. Tommaso Perassi (Italian).
- Mr. William Rappard (Swiss).
- Mr. Georges Scelle (French).
- Miss G. Stemberg (Netherlands).
- Mr. Paul Tschoffen (Belgian).
- Hon. Charles E. Wyzanski, Jr. (United States).

It is proposed to defer action on the reappointment of Mr. Ta Chen (Chinese) in order to permit of enquiries as to his continued availability.

Committee of Experts on Indigenous Labour

New Appointment.

1. The Director-General has received from Mr. MacNamara, Canadian Government representative on the Governing Body, a letter the text of which is given below, applying for Canadian representation on the Committee of Experts on Indigenous Labour.

Letter from Mr. A. MacNamara, Canadian Deputy Minister of Labour, Canadian Government representative on the Governing Body, to the Director-General of the International Labour Office.

Ottawa, 19 October 1950.

Dear Mr. Morse,

The Department of Citizenship and Immigration through their Indian Affairs Branch has prepared from time to time a good deal of material for the International Labour Office on the situation of the Indians in Canada. There has been considerable correspondence between the above-mentioned Department and the Department of Labour on the subject of Canada's possible representation on the Committee on Indigenous Labour. Finally, Colonel L. Fortier, Deputy Minister of Citizenship and Immigration, stated as follows:

"This Department has been giving considerable attention to the problems connected with the administration of our aborigines, and it is recognized that the problems of aboriginal races have become international, particularly in regard to employment and general economic activity."

"As you know, the administration of the affairs of aborigines in Canada has been the special care of the Federal Government under the terms of the B.N.A. Act. It is felt that Canadian experience might be of benefit to other nations and, no doubt, benefit might be derived here from the experience of other nations in similar fields."

"With these and related considerations in mind, it is my view that it is important and advisable that Canada should be given membership in the Committee on Indigenous Labour, and application should be made accordingly."
In view of the attitude expressed by the Department of Citizenship and Immigration, I am bringing their request to your attention for your kind consideration.

Yours very truly,

(Signed) A. MacNamara.

2. The estimated cost of inviting a Canadian expert to attend the meeting of the Committee to be held at La Paz is 1,124 U.S. dollars.

3. The Governing Body is invited to authorise the Director-General, in consultation with the Canadian Government, to appoint an expert as a member of the Committee of Experts on Indigenous Labour.

4. The Office has been informed that Mr. G. S. Ghurye (Indian) and Mr. Manuel Sánchez Palacios (Peruvian) will be unable to attend the First Session of the Committee of Experts on Indigenous Labour, of which they are members, to be held at La Paz from 16 to 27 January 1951.

5. The Governing Body is invited to approve the nomination of Mr. José A. Encinas (Peruvian), Senator, President of the Peruvian Indian Institute, as substitute for Mr. Palacios, and to authorise the Director-General, in consultation with the Indian Government, to appoint a substitute for Mr. Ghurye.

Renewal of the Committee of Social Security Experts and the Actuarial Subcommittee

1. The appointments of the members of the Committee of Social Security Experts (including the representatives of the Inter-American Committee on Social Security and the International Social Security Association) terminate on 31 December 1950, in accordance with the decisions of the Governing Body taken at its 107th and 108th Sessions.

2. The Committee is at present composed of 22 experts for social security in general, six actuaries, and two representatives each of the Inter-American Committee on Social Security and of the International Social Security Association. Since the representatives of the Inter-American Committee happen to be also experts for social security in general, the total number of members is now 30; if this coincidence had not occurred, the membership would have been 32.

3. As decided by the Governing Body at its 102nd and 107th Sessions, the present experts are drawn from the following countries:

**Social security in general:** Argentina, Belgium, Brazil, Canada, Chile, China, Czechoslovakia, Denmark, Egypt, France, Greece, India, Mexico, Netherlands, New Zealand, Peru, Poland, Sweden, Turkey, United Kingdom, United States, Venezuela.

**Actuarial questions:** Brazil, France, Italy, Switzerland, United Kingdom, United States.

4. The representatives of the Inter-American Committee on Social Security are the experts on social security in general from the United States and Peru. Those of the International Social Security Association come from France and Ireland.

5. The note submitted to the Governing Body at its 102nd Session concerning the reconstitution of the Committee contained the following passage:

The Governments would be selected in such a way as to obtain as far as possible an equitable representation of regions and types of organisation. When mandates are renewed, at the end of three years, some modification in the selection of countries may be found expedient.

6. The Governing Body is now invited to decide whether to retain the existing selection of countries or to modify it. Considering that there are more than 40 States Members possessing social security systems in different stages of development, the Office suggests that the Governing Body should consider the advisability of substituting some countries for others in the list of countries from which experts are drawn in such a way as to preserve sufficient continuity in the policy of the Committee, and to enable the Office to draw upon the varied kinds of experience in the application of social security which are to be found among States Members.

7. If the Governing Body agrees in principle to such a modification, the Office would submit for its decision the following recommendations:

(a) The following countries should be invited to propose regular members of the Committee as experts on:

**Social security in general:** Argentina, Australia, Austria, Brazil, Bulgaria, Canada, Colombia, Egypt, France, Guatemala, India, Italy, Mexico, Netherlands, New Zealand, Norway, Peru, Poland, Switzerland, Turkey, United Kingdom, United States.

**Actuarial questions:** Belgium, Chile, France, Sweden, United Kingdom, United States.

(b) The following countries should be invited to propose corresponding members of the Committee, whom the Office might be free to consult as occasion arises, and whom the Director-General might, at his discretion, substitute for regular members prevented from attending a particular session:

**Social security in general:** Czechoslovakia, Denmark, Greece, Ireland, Venezuela.

**Actuarial questions:** Brazil, Italy, Switzerland.

(c) The term of the membership should run from 1 January 1951 to 31 December 1953.
APPENDIX XVII

SEVENTEENTH ITEM ON THE AGENDA

REPORT OF THE DIRECTOR-GENERAL

I. Obituary

The Governing Body will learn with deep regret of the death of Henry I. Harriman, Mrs. Betzy Kjelsberg, the Hon. Humphrey S. Mitchell, Fredrik Odfjell and Jan Oudegeest.

Henry I. Harriman.

Henry I. Harriman, who was a member of the Governing Body from 1936 to 1945, died on 4 July 1950.

He attended the International Labour Conference as United States Employers' delegate in 1937, 1938, 1939 and 1944. At the 25th (1939) Session he was elected Vice-President of the Conference.

Mr. Harriman, who was born in Brooklyn, N.Y., in 1872, was associated with the textile industry, but later turned to the organisation of hydro-electric power in New England. He was at one time President and Director of the Chamber of Commerce of the United States of America. His death removes an eminent figure in American industry, who had given valued collaboration to the I.L.O. in the difficult years before and during the second world war.

Mrs. Betzy Kjelsberg.

Mrs. Kjelsberg, who died on 3 October 1950 in her 84th year, attended the First Session of the International Labour Conference at Washington in 1919 as a Government adviser and was thereafter a well-known figure, either as Government adviser or delegate, at every session until 1934. She was also, until the outbreak of the war, a member of the I.L.O. Correspondence Committee on Women's Work.

Mrs. Kjelsberg was for sixteen years President of the Norwegian National Council of Women and until recently was a member of the Executive Committee of the International Council of Women. She appointed the first woman labour inspector in Norway in 1910 and became chief woman labour inspector, a post which she filled until her retirement in 1936.

She was a devoted supporter of the International Labour Organisation, in which she had herself played a considerable part, and followed its activities with keen interest and unflagging faith.

The Hon. Humphrey S. Mitchell.

The Hon. Humphrey S. Mitchell, Canadian Minister of Labour, died on 2 August 1950 at the age of 56. He was President of the 29th Session of the International Labour Conference at Montreal in 1946 and had also attended the 26th Session at Philadelphia in 1944 as a visiting Minister.

Humphrey Mitchell became Minister of Labour in 1944 and remained in office until his death. He had emigrated from England to Canada as a boy, but returned to England during the first world war to serve in the Royal Navy. Most of his life was passed in the labour movement. The Organisation owes especial gratitude to him, not only as the President of a session of the Conference that dealt with a number of important constitutional questions but also as a member of the Government whose hospitality the Office enjoyed when its working centre was in Montreal.

Fredrik Odfjell.

Fredrik Odfjell, who died on 21 September 1950, was for nearly thirty years closely associated with the maritime work of the Organisation. As a leading member, and subsequently President, of the Norwegian Shipowners' Association, he was appointed Norwegian Shipowners' delegate to the Second (Maritime) Session of the Conference in Genoa in 1920, and he represented them at every maritime session since that date. In 1926 he was elected to the Joint Maritime Commission, of which he remained a member until 1946, although he was unable to attend the sessions in 1942 and 1945. He was at one time Vice-President of the International Shipping Federation and from 1938 to 1949 President of the Baltic and International Shipping Conference. He represented his country at meetings of the United Maritime Authority and the United Nations. Fredrik Odfjell had earned the respect of shipowners and seafarers alike, both in his own country and in the wider international field. By his death the Organisation has lost a staunch friend.

Jan Oudegeest.

Jan Oudegeest, who died on 16 October 1950, was a member of the first Governing Body elected in 1919 and Netherlands Workers' delegate at the Washington Conference. He continued as a member of the Governing Body until 1928.
He was born in 1870 and was one of the pioneers of the Netherlands "free" trade union movement. In 1905, when the Netherlands Federation of Trade Unions was created, he became its Secretary, and later President. In 1919 he was appointed one of the General Secretaries of the International Federation of Trade Unions and held that post until 1927. From 1927 until his retirement in 1934 he was chairman of the Social Democratic Labour Party. He was also at one time a member of the Second Chamber of the Netherlands Parliament.

The Governing Body will no doubt wish the Director-General to convey its condolences to the families concerned.

II. Progress of International Labour Legislation

Ratifications Registered.

Since the 112th Session of the Governing Body, the following 36 ratifications have been registered by the Office:

- Unemployment Convention, 1919 (No. 2) by Turkey on 14 July 1950.
- Night Work of Young Persons (Industry) Convention, 1919 (No. 6) by Ceylon on 26 October 1950.
- Minimum Age (Sea) Convention, 1920 (No. 7) by Ceylon on 2 September 1950.
- Workmen's Compensation (Agriculture) Convention, 1921 (No. 12); Workmen's Compensation (Accidents) Convention, 1925 (No. 17); Minimum Wage-Fixing Machinery Convention, 1928 (No. 26); Fee-Charging Employment Agencies Convention, 1933 (No. 34), by Czechoslovakia on 12 June 1950.
- Night Work (Women) Convention (Revised), 1934 (No. 41) by Ceylon on 2 September 1950.
- Unemployment Provision Convention, 1934 (No. 44); Underground Work (Women) Convention, 1935 (No. 45); Maintenance of Migrants’ Pension Rights Convention, 1935 (No. 48); Holidays with Pay Convention, 1936 (No. 52) by Czechoslovakia on 12 June 1950.
- Convention concerning Statistics of Wages and Hours of Work, 1938 (No. 63) by Czechoslovakia on 12 June 1950.
- Certification of Able Seamen Convention, 1946 (No. 74) by the Netherlands on 14 July 1950.
- Final Articles Revision Convention, 1946 (No. 80) by Czechoslovakia on 12 June 1950; and by Ceylon on 19 September 1950.
- Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) by Iceland on 19 August 1950; and by Austria on 18 October 1950.
- Employment Service Convention, 1948 (No. 88) by Czechoslovakia on 12 June 1950; by Turkey on 14 July 1950; and by Canada on 24 August 1950.
- Night Work of Women Convention (Revised), 1948 (No. 89) by Switzerland on 6 May 1950; by Czechoslovakia on 12 June 1950; and by Austria on 5 October 1950.
- Paid Vacations (Seafarers) Convention (Revised), 1949 (No. 91) by Norway on 29 June 1950.
- Accommodation of Crews Convention (Revised), 1949 (No. 92) by Norway on 29 June 1950; by Sweden on 18 July 1950; and by Denmark on 30 September 1950.
- Labour Clauses (Public Contracts) Convention, 1949 (No. 94) by the United Kingdom on 30 June 1950.
- Protection of Wages Convention, 1949 (No. 95) by Norway on 29 June 1950.
- Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96) by Norway on 29 June 1950; and by Sweden on 18 July 1950.
- Right to Organise and Collective Bargaining Convention, 1949 (No. 98) by the United Kingdom on 30 June 1950; and by Sweden on 18 July 1950.

The total number of ratifications registered is now 1,181, including Conventions which States have undertaken to implement in virtue of a previous ratification by a State of which they formed a part.

Entry into Force of Conventions.

Consequent upon the above-mentioned ratifications, the following Conventions will come into force:
- The Certification of Able Seamen Convention, 1946 (No. 74) will come into force on 14 July 1951 as a result of its ratification by the Netherlands on 14 July 1950. Two ratifications were necessary for the entry into force of this Convention; the first was that of France on 9 December 1948.
- The Night Work of Young Persons (Industry) Convention (Revised), 1948 (No. 90) will come into force on 12 June 1951 as a result of its ratification by Czechoslovakia on 12 June 1950. Two ratifications were necessary for the entry into force of this Convention; the first was that of India on 27 February 1950.
The Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96) will come into force on 18 July 1951 as a result of its ratification by Sweden on 18 July 1950. Two ratifications were necessary for the entry into force of this Convention; the first was that of Norway on 29 June 1950.

The Right to Organise and Collective Bargaining Convention, 1949 (No. 98) will come into force on 18 July 1951 as a result of its ratification by Sweden on 18 July 1950. Two ratifications were necessary for the entry into force of this Convention; the first was that of the United Kingdom on 30 June 1950.

Ratifications Authorised.

The following ratifications have been authorised by the competent authorities (Article 19 of the Constitution) of the countries concerned:

Maternity Protection Convention, 1919 (No. 3); Safety Provisions (Building) Convention, 1937 (No. 62); Labour Inspection Convention, 1947 (No. 81) by France.

Holidays with Pay Convention, 1936 (No. 52); Night Work (Women) Convention (Revised), 1948 (No. 89) by New Zealand.

III. Publications

For the first time since the war the Office has been able in 1950 to include in its programme of work a substantial series of Studies and Reports. Several of these volumes are the result of missions or special enquiries. The report on Conditions in Ships Flying the Panama Flag was published in accordance with the Governing Body's decision; the report of the mission to Venezuela has appeared under the title Freedom of Association and Conditions of Work in Venezuela; the report of the mission which visited Iran has been issued as Labour Conditions in the Oil Industry in Iran; the report of the mission to Turkey, which is a very comprehensive survey of social policy and administration in that country, is now in the press. Other items in the series are of an international character. In addition to Action against Unemployment, which was distributed at the last session of the Conference, the Office has published an International Survey of Social Security designed as a companion volume to the preliminary report on Objectives and Minimum Standards of Social Security prepared for the next session. It is believed that this method of presenting the bulk of the basic data concerning an item on the agenda of the Conference in the form of a study separate from the Conference report will be found convenient both by members of delegations (in that the Conference report is simplified and becomes a more satisfactory basis of discussion) and by readers not connected with the Conference, who will have at their disposal a study of the subject unencumbered by reference to Conference procedure. Other volumes on the list for early publication in the Studies and Reports series are Methods of Labour Productivity Statistics, a study on Conditions of Fishermen, Medical Rehabilitation of Disabled Persons and Vocational Training in Latin America.

The Editorial Division has also been able to turn its attention to the task of liquidating the arrears of Conference and other records which have accumulated because of the concentration of the Office’s resources on the preparation of urgently needed reports and other research material. The record of the Second Session of the Petroleum Committee has been published, that of the Textiles Committee is in the press and work will shortly be begun on the record of the last session of the Building Committee. It is hoped to bring out the record of the Montevideo Conference in English and Spanish and the record of the Asian Regional Conference in English and French before the end of the year. The record of the 31st Session of the Conference is in the press in French and Spanish; work on the record of the 32nd Session is well advanced in the three languages and it is intended to send the manuscript of the record of the 33rd Session to the printers this year.

At the same time, the work of publishing reports for Conferences and Industrial Committees has continued unabated and has included in recent months the issue of reports for the Petroleum Committee, the Textiles Committee, the Committee on Work on Plantations and the 34th Session of the Conference. Work is now in progress on reports for the Regional Conference for the Near and Middle East and the Building, Civil Engineering and Public Works Committee.

The Spanish edition of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry has now been published, as well as the English and French editions of the Model Code of Safety Regulations for Underground Work in Coal Mines for the Guidance of Governments and the Coal-Mining Industry.

With all this, the periodicals have not been neglected. Progress has been made towards bringing the Bibliography of Occupational Medicine up to date. Vol. II, covering the year 1949, and Vol. III, No. i, 1950, have been published and it is expected to produce the other three numbers of Vol. III before the end of January 1951.


First Supplementary Report

Request for Addition of Portugal to the List of Countries Invited to Asian Meetings of the I.L.O.

Second Supplementary Report

Proposal to Convene a Special Conference on Unemployment
THIRD SUPPLEMENTARY REPORT

Text of Resolutions adopted by the Permanent Agricultural Committee and the Advisory Committee on Co-operation as Revised in the Light of Observations made by the Committee of Social Security Experts

Consideration of these three reports having been adjourned, the relevant documents will be printed as appendices to the minutes of the session of the Governing Body at which they are discussed.

FOURTH SUPPLEMENTARY REPORT

Revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46)

1. The Governing Body decided at its 111th Session (March 1950) that it would be desirable to consider placing upon the agenda of a future session of the Conference the revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46), and instructed the Office, when communicating this decision to the Governments of the States Members, to draw their attention to the points which emerged from the suggestions made by the Governments of the countries represented on the Coal Mines Committee. The Office sent this notification to Governments on 27 April 1950.

2. A summary of the replies of the Governments, with some observations on them, will be found in the annex to this paper. It will be observed that of the 25 countries which sent replies, 14 offer no observations on the points to which their attention was drawn, while 10 are in favour of revision, though not in every case in favour of immediate revision. Reasons for postponement of revision were adduced by the Governments of France, the Union of South Africa and the United Kingdom.

3. The Governing Body is now called upon to decide whether or not it is desirable to proceed with the revision of the Convention. If it should decide in the affirmative, it has further to decide—

(a) whether the revision should be in whole or in part;
(b) if the revision is to be in part, what points it should cover;
(c) whether the revision should or should not be immediate.

4. If the Governing Body decides in favour of an early revision, a draft text for a revised Convention would, in accordance with the decision already taken by the Governing Body at its 111th Session, be submitted to the Fourth Session of the Coal Mines Committee, which would act as a preparatory technical conference. In the light of the proposals made by the Committee, acting in this capacity, it would then be for the Governing Body to consider which session of the Conference should include this question in its agenda.

5. It will be recalled that, should the Governing Body decide on the postponement of revision or against the revision of the Convention, the question of hours of work in coal mines will still appear on the agenda of the Fourth Session of the Coal Mines Committee, in accordance with the decision taken at the 111th Session of the Governing Body.

ANNEX

Revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46)

REPLIES OF THE GOVERNMENTS

1. Governments were requested to communicate their replies, if possible, not later than 30 June 1950. On 12 October 1950 replies had been received from 25 Governments: Argentina, Austria, Belgium, Canada, Ceylon, Chile, Denmark, Dominican Republic, Ecuador, Egypt, Finland, France, India, Israel, Luxembourg, Netherlands, Pakistan, Philippines, Poland, Switzerland, Turkey, Union of South Africa, United Kingdom, United States and Uruguay. Ten of these countries are members of the Coal Mines Committee: Belgium, Canada, France, India, Netherlands, Poland, Turkey, Union of South Africa, United Kingdom and United States.1

General Considerations

2. Of these 25 countries 14 offer no observations on the points to which their attention was drawn and express no view on the question of revision: Ceylon, Chile, Denmark, Dominican Republic, Ecuador, Egypt, Finland, Israel, Luxembourg, Philippines, Poland, Switzerland, Turkey and Uruguay.

3. The Government of Chile merely explains the difficulties which it would encounter in ratifying a Convention the effect of which would be to reduce the hours of work at present in force.

4. The Government of Ecuador considers that a revision can be effected which would enable the States concerned to ratify the Convention. It could support the revision, however, only if the text proposed corresponded with Ecuadorian legislation as regards hours of work and rest periods. It describes the system at present in force, which provides for a six-hour day for underground work, with the possibility of one hour overtime, paid at an increased rate of 50 or 100 per cent. according to the time of day at which it is worked.

1 The other countries members of the Coal Mines Committee whose replies had not reached the Office by 12 October 1950 are Australia and Czechoslovakia.
5. The Government of Luxembourg states that, in a spirit of international solidarity and with the desire to see the difficulties overcome which have hitherto prevented the general ratification of the Convention, it will support the proposed revision.

6. The Polish Government describes the system of hours of work at present in force in the country and states that it will not at present express a view on the desirability of revising the Convention.

7. The Government of Turkey, while recognising that underground work in coal mines is arduous, explains the economic and technical reasons which have prevented it from ratifying the Convention and would prevent it from ratifying any new Convention which effected "any further slight limitation of hours of work". It therefore states that it has no opinion to express as to the necessity of revising the Convention.

8. The other Governments state that the coal-mining industry is non-existent or of slight importance in their countries.

9. The Canadian Government offers no direct opinion on the question of revision but points out that, even if the Convention were revised as a whole, it doubts whether it would be able to ratify it in present circumstances. It draws attention to a tendency in Canadian coal mines to decrease the number of hours per week without reducing daily hours, thus making a five-day week prevalent. The working of half-days and the working day of 7 hours 45 minutes does not find much favour. The Government of British Columbia adopts a similar attitude as regards hours of work. It also considers that the I.L.O. would function best by making available information on labour conditions throughout the world rather than by trying to establish uniform working conditions by Convention. The Government of Nova Scotia states that it certainly cannot consider any changes in its existing legislation, which provides for an eight-hour shift.

**Opinions in Favour of Revision of the Convention**

10. Ten countries give their views on the points to which their attention was drawn: Argentina, Austria, Belgium, France, India, Netherlands, Pakistan, Union of South Africa, United Kingdom and United States, as well as the Canadian provinces of Alberta and New Brunswick.

11. All these countries favour a revision of the Convention, but France, the Union of South Africa and the United Kingdom make important reservations on the desirability of proceeding to revision at present. These reservations are examined below (paragraphs 24-27). Five of them—Austria, Belgium, India, Pakistan and the United States, as well as the Province of Alberta—are in favour of revision as a whole, while three—Argentina, France and the Netherlands, as well as the Province of New Brunswick—are in favour of revision in part. The United Kingdom Government is of opinion that on the information at present available partial revision might be sufficient but that it will not be possible to reach a decision until full consideration has been given to the various observations made by the Governments concerned. Three of the countries in favour of revision as a whole justify their point of view.

12. The Belgian Government considers that the Convention should be revised as a whole, since the manner in which the Government would propose to reduce hours of work differs fundamentally from that laid down in the Convention. The Convention is based on the reduction of daily hours of work, while the Belgian Government considers that in the interests of the coal-mining industry the reduction should be effected over a period longer than the day.

13. The Government of the United States considers that revision as a whole is advisable owing to the numerous and basic changes that are needed in the Convention.

14. The Government of India considers that revision as a whole would provide States Members with an opportunity to make concrete suggestions concerning the various provisions which might usefully be included in the Convention and would also enable the Conference to discharge its task with greater freedom.

15. The Governments of Canada and the United States further desire that the Convention should be rendered very flexible; such flexibility could no doubt be obtained only by the revision of the Convention as a whole.

**Observations on Certain Special Points**

16. The majority of the countries which have expressed an opinion are in favour of revision as a whole. If the Governing Body shared that view, the attitude of countries towards the points to which the Governing Body drew their attention with a view to revision in part would be of only relative importance, since these points would also be included in a total revision.

17. If, however, the Governing Body were to decide on revision in part, it should be noted that the majority of the countries, and generally a large majority, are in favour of revision on the points to which attention was drawn, except the point concerning the possible inclusion of surface workers in the scope of the Convention. Three countries—Austria, Pakistan and the United States, and one Canadian province (New Brunswick)—are in favour of their inclusion, while seven countries—Argentina, Belgium, France, India, the Netherlands, the Union of South Africa and the United Kingdom, and one Canadian province (Alberta)—consider that the Convention should cover only underground workers.

18. The points on which there is a majority for revision concern—

- Definition of coal mines;
- Possibility of extending daily hours of presence in the mine beyond 7 hours 45 minutes when the weekly hours of work are less than 46 hours 30 minutes;
Greater flexibility in the provisions concerning the prohibition of underground work on Sundays and legal public holidays;
Elasticity in the granting of exemptions;
Overtime system;
Application of certain provisions of the Convention by means of collective agreements;
Suspension of the application of the Convention;
Conditions of coming into force of the Convention.

19. The general impression conveyed by the Governments’ replies is that most of the countries do not seem at present disposed to support a Convention fixing hours of work at less than eight in the day, even if hours of work were less than 48 in the week.

20. The arguments in favour of retaining the eight-hour shift are of a technical nature: ease of relief in a three-shift system, reduction of the amount of time lost in relation to working time and, in addition, maintenance of output at a suitable level, etc. It will be remembered that the chief object of the Convention was to introduce for miners daily hours of work lower than those usual for industrial workers in general, namely, eight hours, and that the Conference after much difficulty reached the figure of 7 hours 45 minutes. Daily hours could be fixed at eight hours’ presence only if the Convention also fixed weekly hours at less than 46 hours 30 minutes, the weekly limit that results from the provisions of the present Convention.

21. Some countries—Belgium, Canada, France and the United States—make more or less formal proposals for weekly hours of work lower than those which can in practice be worked under the provisions of the Convention (46 hours 30 minutes) by reducing the number of working days in the week or fortnight, without bringing the normal shift below eight hours (France: 7 hours 45 minutes).

22. The United Kingdom Government suggests that as an alternative there should be added to the existing provisions of the Convention a clause fixing a maximum working week somewhat shorter than that reached by multiplying the maximum daily hours of work by six, and providing for a daily maximum slightly greater than that permitted where regulation is based solely on the length of the working day.

Suggestion by the United States Government

23. The United States Government criticises the present form of the Convention and suggests that international regulation of the question would more suitably take the form of a Recommendation or of a Convention drawn in very general terms and supplemented by a Recommendation. Neither of these solutions can well be achieved by revision of the present Convention; entirely new texts would have to be adopted by the normal procedure.

Observations in Favour of Postponing Revision

24. In present circumstances the dominating consideration is increased production and no country at present seems prepared to take steps which might in any way hinder the production of an essential raw material such as coal. The fact that most of the countries would favour wider provisions as regards the suspension of the Convention is particularly significant.

25. Some Governments have also emphasised considerations of an economic character which would be unfavourable to an immediate revision of the Convention. In this respect the reply from the French Government deserves special attention. After the various observations which it desired to make, the French Government added: “These observations are made with every reservation, since the definite attitude of France to the provisions of this Convention is subject to the solution of the problems raised by the proposal for the pooling of coal and steel production in Western Europe”. If the pooling of coal and steel in Western Europe is realised it might in fact influence the regulation of conditions of work, and especially hours of work, in coal mines in the various countries of the region. Such a new situation would affect the Convention under discussion, which is generally regarded as of special interest to the European coal-producing countries. It may therefore be asked whether it is desirable to revise the Convention before the negotiations for the pooling of coal and steel in Western Europe have been concluded.

26. The United Kingdom Government states that its replies to the questionnaire should be read in the light of the following general observations:

In considering whether it is opportune to proceed at the present time with a revision of this Convention, the United Kingdom Government feel bound to take full account of the present economic circumstances of the country, the inevitable bearing of these circumstances upon conditions of work in coal mines, and the difficulties which consequently arise in attempting to frame the standards which they would wish to see embodied in a revised Convention. In this connection, the United Kingdom Government consider that it would not, in any case, be appropriate to attempt to frame a revised Convention in terms intended to apply to conditions which might exist at some unspecified future time. Any assessment of the conditions which may exist in the more distant future must be largely based on hypothesis and, consequently, it is difficult to foresee what type of Convention in regard to hours of work in coal mines might be appropriate at that time. Any revised Convention, therefore, which was framed now upon such a basis might require further revision at a later date before providing a generally acceptable basis for ratification in the conditions then obtaining. The crucial problem, therefore, as it appears to the United Kingdom Government, is whether it is possible in present circumstances to frame a Convention which would guarantee to the workers that measure of protection which, having regard to the provisions of the existing Convention, could be regarded
as satisfactory, and which would, at the same time, provide a basis for a wide measure of acceptance and implementation by Governments. In view of the difficulties involved, the preliminary view of the United Kingdom Government is that it would not be opportune to proceed with a revision of the Convention at the present time. They would, however, wish to reserve their final decision until they have had the opportunity of considering the views of the other Governments concerned.

27. The Government of the Union of South Africa observes that, while some countries have a surplus of coal, others have an insufficiency and that payment difficulties lie in the way of a balance being effected. In countries with a surplus the threats facing the worker are not the same as in countries with insufficiencies and it is impossible for a Convention on hours of work to be amended to suit all producers in the present circumstances.

Observations on Procedure

28. While the Belgian Government entirely approves of the procedure adopted for the revision of the Convention, it considers that if the tripartite meeting of coal-producing countries, the convocation of which was contemplated at the 111th Session of the Governing Body, is to be held in the fairly near future, it would be desirable to know its results before bringing before the Coal Mines Committee the question of reduction of hours of work in coal mines.

FIFTH SUPPLEMENTARY REPORT

Proposed Meeting of the Joint Maritime Commission

1. It is proposed that a session of the Joint Maritime Commission should be convened to deal with a number of questions which one or both groups of the Commission have suggested should be discussed by it in the near future. Budgetary provision exists for such a meeting in 1951. The items which are proposed for the agenda are briefly discussed below.

Asian Seafarers.

2. At its 111th Session the Governing Body authorised the Director-General to consult the two groups of the Joint Maritime Commission as to the desirability of holding a maritime conference of the countries of Asia and the countries employing Asian seafarers. Such a conference was suggested in a resolution of the Asian Regional Conference in January 1950. In a letter dated 15 May 1950, Mr. Becu informed the Director-General that the Seafarers' group was in favour of such a conference being held at the earliest possible date. He added that his group considered that the proposed agenda of the conference, together with the report to be prepared by the Office on conditions of employment of Asian seafarers, should be submitted to the Joint Maritime Commission, which could then consider the whole question. For the Shipowners' group, Mr. Snedden replied on 11 July 1950 that his group could not express a well-informed opinion on the utility of such a conference because (1) the I.L.O. survey of Asian seafarers' conditions had not yet been completed; (2) no information had been supplied as to the reasons for holding a conference or as to its scope and agenda; and (3) the group had no knowledge of the powers of the proposed conference.

The Shipowners' group proposed that the Office should complete its survey of the conditions of Asian seafarers, after which the Joint Maritime Commission would be in a position to express an informed view on the need for such a special meeting. One member of the group, Mr. Master, stated that he was in favour of the proposed conference being held as early as possible but he agreed that the Joint Maritime Commission should first discuss the question.1

3. Both groups therefore agree that this proposal should be discussed by the Joint Maritime Commission. The Office has asked the Governments concerned to supply information which will serve as a basis for a report on the conditions of Asian seafarers (other than those in India and Pakistan, on whose conditions a report has already been published). It is hoped that it will prove possible to complete the report by February 1951. It should also be noted that conditions of employment of Asian seafarers will be discussed at the Second Session of the Asian Advisory Committee in December 1950.

Short Sea Trades in North-West Europe.

4. The International Transportworkers' Federation, at its Congress in July 1950, adopted a resolution (see Annex B below), which refers to the differences in seafarers' wages and other conditions between the various countries of West and North-West Europe participating in the near-sea and inter-coastal trades. It invites the I.L.O. to submit the question to an early session of the Joint Maritime Commission with a view to the convening of a regional maritime conference. It also requests the Office to make a preparatory study of seafarers' conditions in the trades and areas in question, as a basis for discussion at the proposed conference.

5. The Office has for some time been following this question, which has been widely discussed in the technical press. The competition which is going on in the short sea trades in the Baltic and the North Sea is partly a question of freight rates, which is outside the purview of the I.L.O. (as was recognised by the Congress of the International Transportworkers' Federation, which adopted a separate resolution on freight rates, addressed to the International Chamber of Shipping). But it is widely believed that the competition is also based in part on differences in wages and other working conditions. From this point of view, the problem bears a certain similarity to that of the Rhine boatmen, with which the I.L.O. has recently dealt successfully. The vessels concerned are relatively small, but many of them (those over

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1 The texts of the letters from the two groups will be found in Annex A below.
500 tons) fall within the scope of several of the Seattle Conventions. The difficulty of applying the Conventions to vessels under 1,500 to 2,000 tons is precisely one of the obstacles to ratification in a number of countries. It would therefore be of great value for the Organisation to study more closely the conditions in such vessels in one group of trades in one region and perhaps arrive at conclusions which would be of use to it in its maritime work as a whole. The Governing Body might therefore consider that the matter is one that could usefully be considered by the Joint Maritime Commission, which would make proposals to the Governing Body for any action it considered desirable. The Office has already a considerable amount of information on the subject, and it should be possible to produce a report for the Commission by February 1951.

Review of the Progress of Ratification of the Seattle Conventions.

6. The Congress of the International Transportworkers' Federation in July 1950 also discussed the progress of ratification of the Seattle Conventions. In a letter to the Director-General dated 31 August 1950, the General Secretary of the Federation wrote:

The seafarers would like the Joint Maritime Commission at its next meeting to review the whole position in connection with the ratification of the Seattle Conventions. With a view to facilitating and promoting ratifications, they would like further to propose consideration of the possibility of revising one of the Seattle Conventions, namely, that concerning wages, hours and manning. Specific proposals on the subject will be put forward at the appropriate time.

The Governing Body will doubtless agree that the Joint Maritime Commission can be asked to review the situation on the lines suggested. If the Commission makes any concrete proposals for further action to hasten or facilitate ratification they will, of course, be submitted to the Governing Body for consideration.

Joint I.L.O.-W.H.O. Committee on Hygiene of Seafarers.

7. It is proposed that the Joint I.L.O.-W.H.O. Committee on Hygiene of Seafarers should hold its second session immediately after the Joint Maritime Commission, so that the latter if it wishes, may have an opportunity of advising its representatives with regard to the items on the agenda of the Joint Committee.1

Report of the Director-General.

8. It is customary to submit to the Joint Maritime Commission a brief report by the Director-General on the maritime activities of the Office since the previous session of the Commission and on the new ratifications of maritime Conventions. Among the maritime activities to be mentioned on this occasion would be the progress made in the study of fishermen’s conditions of employment, on which a report has recently been published. It is true that the shipowners’ side of the Joint Maritime Commission always disclaims any competence to speak for owners of fishing vessels. On the other hand, many of the seafarers’ members do represent fishermen as well as merchant seamen and would welcome an opportunity to make suggestions to the Governing Body for further action. This is clear from a resolution adopted by the recent Congress of the International Transportworkers' Federation (Annex B below).

9. The question of drawing up an International Fishermen’s Charter was referred to the Office by a resolution of the 28th (Maritime) Session of the Conference and progress has already been reported to an earlier session of the Commission. In accordance with a decision of the Governing Body at its 109th Session, the Office is at present consulting Governments on the aspects of fishermen’s conditions of employment which may be thought suitable for international regulation. It is hoped that replies will be received in time for a report analysing them to be ready by the end of February 1951.

Place and Date of Meeting.

10. In the light of the suggestions made above as to the dates by which the Office expects to complete reports on the various items proposed for the agenda (in general, February 1951), the most suitable date for the session would appear to be May 1951. Both groups of the Joint Maritime Commission have agreed to May and have accepted the proposed agenda. The Governing Body, if it approves the proposal to convene the Commission, will doubtless be prepared, as in the past, to leave the exact date to be fixed by the Director-General in consultation with the two groups of the Commission and the Officers of the Governing Body. It is suggested that the place of meeting should be Geneva. The Governing Body will be asked to take these proposals into account when it considers the eighteenth item on its agenda (Programme of Meetings).2

11. The Governing Body is therefore invited to decide—

(a) that the Joint Maritime Commission be convened in Geneva for a date in May 1951 to be fixed by agreement;

(b) that the agenda of the session should be as follows:

I. Desirability of holding a conference to discuss the conditions of employment of Asian seafarers;

II. Desirability of holding a conference to discuss conditions of employment in the short sea trades of West and North-West Europe;

1 See, however, the Sixth Supplementary Report below, p. 163.
2 See below, Appendix XVIII, p. 167.
III. Review of the progress of ratification of the Seattle Conventions and consideration of the desirability of revising the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 (No. 93);

IV. Consideration of items on the agenda of the Second Session of the Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers;

V. Report of the Director-General (including a progress report on the study of fishermen’s conditions of employment).

ANNEX A

Extract from a letter from Mr. Becu to the Director-General dated 19 May 1950.

It is the general opinion of the seafarers’ representatives, however, that the agenda of such a conference, as well as the report which would be prepared for it by the I.L.O., should be previously submitted to a session of the Joint Maritime Commission, so that the whole question could be considered by that body in the light of the international maritime labour Conventions and the existing practice with regard to the employment of Asian seafarers. If such a procedure should be possible, it could only be to the advantage of a fruitful discussion at the proposed Asian conference.

Further, the seafarers’ representatives would like to suggest that it would be desirable for a delegation of the Joint Maritime Commission to attend the proposed Asian conference, assuming that this will not be regarded as undue interference by the Asian countries but as a desire to play as helpful a role as possible.

Extract from a letter from Mr. Snedden to the Director-General dated 11 July 1950.

At the present moment it is impossible for the Shipowners’ group to express any well-informed opinion upon whether or not a “tripartite maritime conference of Asian countries and other countries employing Asian seamen” would serve any useful purpose because—

(1) The I.L.O. survey which is the essential preliminary has not yet been completed;

(2) Your letter does not set out any reasons for holding a conference or proposals for its scope or agenda, but of course it is appreciated that these may be disclosed by the survey when published; and

(3) The group has no knowledge of the powers of the proposed tripartite conference.

It seems to the Shipowners’ group to be in the interests of Asian seafarers, and indeed to be the only practical approach to the issues raised, that the I.L.O. should first complete its survey, and they agree that this should be done as quickly as practicable consistent with obtaining full information regarding all the nationalities concerned. Thereafter the Joint Maritime Commission at its first meeting after the publication of the survey would be in a position to express informed views upon the need for holding a special meeting of the countries directly concerned in the employment of Asian seafarers.

ANNEX B

Resolutions adopted by the Congress of the International Transportworkers’ Federation
(Stuttgart, July 1950)

Resolution on Regional Maritime Conference.

Having regard to the difference in seafarers’ wages and conditions of service as between the countries participating in the near-sea and inter-coastal trades of West and North-Western Europe—France, United Kingdom and Eire, Belgium, Holland, Germany, Denmark, Norway, Sweden and Finland—and to the detrimental effect of these differences upon seafarers’ standards;

Having regard further, to the fierce competition which is making itself felt and to the threat which it constitutes to the very existence of these trades;

This Conference of the Seafarers’ Section of the I.T.F., held at Stuttgart on 25 and 26 July 1950 on the occasion of the Biennial Congress of the I.T.F.,

Urges the needs of establishing regional basic wages and conditions of service for the seafarers of the region defined;

Invites the International Labour Office to submit the question to an early session of the Joint Maritime Commission with a view to the convening of a Regional Maritime Conference for North and North-Western Europe; and

Requests the International Labour Office to make for the purpose of such a conference a preparatory survey of seafarers’ wages and conditions of employment and of all other matters pertaining to the near-sea and inter-coastal trades of the area in question.
Resolution on Fishermen's International Social Programme.

This Congress of the I.T.F. meeting at Stuttgart from 21 to 29 July 1950,
Notes that so far little progress has been made by the International Labour Organisation in dealing
with social questions of the fisheries industry, and in particular that the establishment of a Committee
of Experts on Fishery Questions has been opposed by some Governments.
It deplores the slowness of the realisation of an international social programme for fishermen through
the International Labour Organisation and
Instructs the Secretariat of the I.T.F. to take appropriate steps to hasten progress in this direction.

SIXTH SUPPLEMENTARY REPORT
Joint I.L.O.-W.H.O. Committee on Hygiene of Seafarers

In the Fifth Supplementary Report it is stated that proposals will be made to this session of the
Governing Body for convening the above Committee immediately after the proposed meeting of the
Joint Maritime Commission. In the light of subsequent inter-secretariat discussions, it appears that
the suggested date coincides with that of the World Health Assembly, and that the W.H.O. would prefer
to have longer time to prepare its reports for the next session of the Joint Committee. Consequently,
proposals for the second session of the Joint Committee will be submitted to the Governing Body by the
International Organisations Committee at a later session.

SEVENTH SUPPLEMENTARY REPORT
Unveiling of a Plaque at McGill University, Montreal

1. Members of the Governing Body will learn with interest that on 14 September 1950 the Canadian
Minister of Labour, the Hon. Milton F. Gregg, in the presence of Mr. L. Mayrond, Assistant Under-
Secretary of State for External Affairs, representing the Minister of External Affairs, the Principal and
Vice-Chancellor of McGill University, the Chairman of the Governing Body and Mr. Jenks, Assistant
Director-General, representing the Director-General, unveiled at Sir William Dawson Hall, McGill Uni-
versity, Montreal, a plaque commemorating the stay of the working centre of the International Labour
Office from 1940 until 1948. This tablet records the lasting gratitude of the I.L.O. to McGill University.

2. The inscription on the plaque is as follows:

To this campus the International Labour Organisation transferred its wartime headquarters
in 1940 on the generous invitations of the Government of Canada and McGill University. From
here the I.L.O. directed its work of furthering world peace through social justice until 1948. This
recorded the lasting gratitude of the I.L.O. to McGill University.

3. In his address the Minister said: "I am honoured to have a part in this ceremony, by which the
International Labour Organisation records its gratitude to McGill University—the University which
gave it a home during the dark days of the last war. ... The I.L.O. has as its long-range objective the
promotion of the cause of peace in the world. Its way of working towards peace is a practical one. Of
all the agencies founded with such high hopes at Versailles, the I.L.O. alone remained intact later to take
its place under the United Nations. Unable to carry on effectively in Europe in the dark days of 1940,
it moved to Canada for the duration. Canada was honoured. It is to dedicate a permanent reminder
that we are here today. I take the greatest pleasure, on behalf of all Canadians, in unveiling this plaque ".

4. Mr. F. Cyril James, Principal and Vice-Chancellor of McGill University, said in the course of
his speech: "For more than three decades the I.L.O. has enjoyed worldwide prestige that matches its
worldwide responsibilities. The University was proud, in a moment of crisis, to aid in its work. ... Let
us hope that, if such a problem should arise again, it will be as promptly solved. ... The lamps
will indeed have gone out if international organisations like the I.L.O. should cease to function because
they have no friends ".

5. Mr. Trolet, Chairman of the Governing Body, concluded his speech with the following words:
"The warm welcome received at McGill University also showed its appreciation of the work of the I.L.O.,
continued confidence in it and faith in its future. It is an exceptional claim on our gratitude and on that
of all those men who are attached to our Organisation that these feelings were shown at a time of such
trials. They were an effective and positive encouragement to the I.L.O. to continue its task and to prepare
for new ones, both for the restoration of a devastated world and the unceasing perfecting of social justice.
For all these reasons the name of McGill University will remain indissolubly linked with the history
of the I.L.O. It is for these reasons that we bring you today, in the name of the Governing Body, the
Governments, employers and workers of the world, our humble expression of deep gratitude and that
we shall long keep in our hearts the memory of McGill University's generous hospitality ".

6. The Governing Body will no doubt wish to authorise the Director-General to express its appreciation
to the Canadian Minister of Labour for consenting to unveil this memorial.

EIGHTH SUPPLEMENTARY REPORT
International Labour Office Mission to the Oil Areas in Iran

1. The Governing Body will recall the circumstances in which the decision was taken to send a
mission from the Office to study conditions in the oil industry in Iran. At the Second Session of the Petro-
leum Committee (Geneva, November 1948) the Workers' group proposed that a tripartite delegation
should be sent to Iran and Iraq to enquire into the conditions of the oil workers in those countries. During
the Constitution of the International Labour Organisation.

During the deliberations of the subcommittee the Government delegate of the Union of South Africa placed before the Committee its observations are available, they will be communicated to the Governing Body.

A discussion took place on the report, and views were expressed by the representatives of the Iranian Government, Employers and Workers, and by various other delegates. The general opinion was that the report had painted an objective picture of conditions in the oil areas, and had contributed towards an understanding of the industry's problems. The Iranian Government delegate reserved his Government's right to forward written observations to the Office after the report had been carefully studied. His main criticism of the report was that it did not lay sufficient stress on the problems which still remained to be solved. The Workers' delegate from Iran felt that the report should have given more prominence to the claims of the workers for improved working and living conditions. The representative of the Iranian Employers described the report as a most comprehensive and authoritative document, which covered the field in a well-balanced and objective manner. Whatever criticism was contained in the report was, he said, in every way constructive. He assured the Committee that the fullest consideration would be given to the matters mentioned in the report.

The Office has not yet received the written observations of the Iranian Government. As soon as the Government's observations are available, they will be communicated to the Governing Body.

**NINTH SUPPLEMENTARY REPORT**

*Fact-Finding and Conciliation Commission on Freedom of Association: Communication from the Government of the Union of South Africa*

The Director-General has received the following letter from the Secretary for Labour of the Union of South Africa:

Dear Sir,

At the Thirty-Third Session of the International Labour Conference the Selection Committee appointed a subcommittee to examine—

1. the report presented by the Governing Body to the Conference on the establishment of a Fact-Finding and Conciliation Commission on Freedom of Association (Provisional Record No. 4), and
2. the draft resolution concerning the international Fact-Finding and Conciliation Commission on Freedom of Association, submitted in accordance with Article 17 of the Standing Orders by the Government delegate of the Union of South Africa (Provisional Record No. 6, Appendices, page 1).

During the deliberations of the subcommittee the Government delegate of the Union of South Africa placed before the subcommittee the grounds on which his Government questioned the validity of the action taken having regard to the terms of the Constitution of the International Labour Organisation. The main grounds on which the action was questioned were briefly—

(a) There is no express power to be found in the Constitution for the action taken, whereas the Permanent International Court of Justice in dealing with the competence of the Organisation expressed the following opinion: “An examination of the provisions of the Treaty shows that, while the competence of the International Labour Organisation, so far as concerns the investigation of labour questions and the formulation of proposals, whether for national legislation or international agreements, is exceedingly broad, its competence is almost wholly confined to that auxiliary form of activity. The most important, if not the only exception to this rule, may be found in the power given to the Organisation (Article 408) to deal with the annual reports of Members concerning complaints against Members regarding the observance or enforcement of international Conventions and (Articles 409-420) to consider and, by means of a Commission, to enquire into complaints against Members observing the observance or enforcement of such Conventions.” (Permanent Court of International Justice: *Collective Advisory Opinions*, Series B, No. 13, p. 16.)

(b) The Working Party of 1946, and subsequently the International Labour Conference of 1946, having examined in detail the questions of a dynamic or functional interpretation of the Constitution as distinct from a strictly constructionist approach, most clearly discarded any proposal to give, at least at that stage, to the Organisation through the Constitution any powers of a mandatory character. This is evident from the report and is the basis on which Member States ratified the revised Constitution.

(c) The analysis presented to the 1948 Conference at San Francisco in 1948 (Report VII, Appendix) and on which Governments approached the consideration of this question is against the action subsequently taken. In examining the position under the Constitution of the International Labour Organisation the report draws attention to the supervisory machinery, which is viewed as adequate where Member States have ratified a Convention but points out that a State may hesitate to ratify a Convention for the purpose of avoiding international supervision (page 15). As pointed out on page 14, the chief merit of the supervision established by the Constitution lies in the fact that it represents a system of supervision accepted by States Members. Consequently it affords a satisfactory solution to the problem of State sovereignty. The report does not make mention of the obligation, freely accepted by ratification of the Constitution, to submit detailed reports, when requested by the Governing Body, in respect of Conventions which have not been ratified.

(d) If it is considered that the Governing Body should be possessed of powers to take the action contemplated, in the absence of specific consent of the individual Member States concerned in the presentations made, then the issue should be placed in proper perspective before the International Labour Conference by way of an appropriate amendment to the Constitution so that the Conference could indicate whether or not Member States are prepared to accept this additional system of supervision.
The Government delegates representing the Commonwealth of Australia and the Argentine supported the action taken by the Government delegate of the Union. The Conference subsequently confirmed the action of the Governing Body in establishing the above-mentioned Commission and endorsed the proposals of the Governing Body as to the action it itself intended taking in the event of any Member State not consenting to accept the jurisdiction of the said Commission.

I am directed formally to place on record that the Government of the Union of South Africa cannot accept the position that the action taken by the Governing Body and the action it proposes to take in the event of a Member State declining to accept the jurisdiction of the Commission can properly be taken within the terms of the registered Constitution of the International Labour Organisation.

Will you please place this communication before the Governing Body.

Further, I am directed to request you to circulate to Member States a copy of this communication, together with copies of the minutes of the subcommittee referred to including the documents placed before the subcommittee setting out the grounds on which the Union Government questions the constitutional validity of the action taken.

Your obedient servant,

(Signed) Arthur Lee,
Secretary for Labour.

TENTH SUPPLEMENTARY REPORT

Meeting of Experts on Systems of Payment by Results

1. At its 111th and 112th Sessions the Governing Body decided to convene at an early date a meeting of experts on systems of payment by results and requested the Office to submit a list of experts for its approval at the present session. It was understood that the list should include experts drawn from the Employers' side and from the Workers' side.

2. It is proposed to invite nine experts, including the following:

- Professor T. U. Matthew, Lucas Professor in the Principles of Engineering Production, Birmingham University, Birmingham.
- Professor Vittorio Zignoli, Engineer, Turin.
- Mr. Romulo Almeida, Director, Economic Department, National Confederation of Industry, Rio de Janeiro.
- Mr. E. C. J. Cunningham, Assistant Director of Personnel, Tata Iron and Steel Company, Bombay.
- Professor Leon Delsinne, University of Brussels, Brussels.
- Mr. Arne Geijer, President, Metal Workers' Union, Stockholm.
- Mr. J. A. Neale, National Secretary, New Zealand Engineering, Coachbuilding, Aircraft and Related Trades Industrial Union of Workers, Wellington.

3. Consultations concerning the choice of one additional expert from the Employers' side, who would be of French nationality, are not yet completed; the name of this expert will be submitted to the Governing Body at its next session.

4. For the present the Governing Body is invited to approve the list submitted in paragraph 2 above.

5. Proposals regarding the date and place of the meeting will be made to the Governing Body when it discusses the general programme of meetings during its present session.

ELEVENTH SUPPLEMENTARY REPORT

Meeting of Experts on the Status and Conditions of Employment of Domestic Workers

1. At its 112th Session the Governing Body authorised the convening of a meeting of experts on the status and conditions of employment of domestic workers, and fixed the agenda of the meeting. It was agreed that the Director-General should submit to the Governing Body at its present session a list of experts who might be convened to the meeting.

2. The following list of experts is therefore submitted to the Governing Body:

- Mrs. Brita Akerman-Johansson (Swedish), Deputy Director, Swedish Society of Arts and Handicrafts.
- Mr. Leonard (French), Secretary, Federation of Christian Domestic Workers' Unions.
- Mr. Ramanand Das (Indian), President of a Dockworkers Union in Calcutta.
- Miss Dorothy Elliott (United Kingdom), President, National Institute of Houseworkers.
- Miss Leontina Licinio Cardoso (Brazilian), Member of the Inter-American Commission of Women.
- Miss Frieda Miller (United States), Director, Women's Bureau, U.S. Department of Labor.
- Miss Pauline Newman (United States), Vice-President, International Ladies' Garmentworkers' Union.
- Dr. Julia Elena Palacios (Argentine), formerly Chief of the Women's Bureau.
- Mrs. Reissner (United Kingdom), formerly Assistant Secretary, Ministry of Labour and National Service.
- Mr. Zamanski (French), President, Federation of Groups of Employers of Domestic Servants.

1 See below, Appendix XVIII, p. 167.
The name of a Belgian expert to complete the above list will be submitted to the Governing Body at a later date.

3. The Governing Body is invited to approve the convening of these experts to the meeting.

TWELFTH SUPPLEMENTARY REPORT

Communication from the International Federation of Christian Factory and Transport Workers

1. The resolution below, adopted at a Conference of the above-mentioned Federation held at Strasbourg from 20 to 22 September 1950, has been communicated to the Director-General by the Secretary-General of the Federation with a request that it be submitted to the Governing Body.

2. The Governing Body will presumably wish to refer the resolution to the Committee on Industrial Committees.

RESOLUTION ADOPTED AT A CONFERENCE OF THE INTERNATIONAL FEDERATION OF CHRISTIAN FACTORY AND TRANSPORT WORKERS, STRASBOURG, 20-22 SEPTEMBER 1950

I. Hours of Work.
   International regulation concerning hours of work is necessary.
   All hours of work during which the worker is at the service of the undertaking should be remunerated at the full standard rate of wages.
   International control of hours of work and rest periods of vehicle drivers and their assistants should be established.
   The number of hours of work should be 48 per week, and should not exceed 144 in any period of three weeks.
   The first two hours of overtime should be remunerated at an increase of 25 per cent. over the basic rate; additional overtime hours should be remunerated at an increase of 50 per cent. over the basic rate.

II. Wages.
   Minimum wage rates should be established to enable workers and their families to enjoy a reasonable standard of living.

III. Holidays.
   Each worker should be entitled to paid holidays of at least 12 working days a year.
   Recognised holidays, during which no work is carried out, should be paid for at the full standard rate of wages.

IV. Social Security.
   An adequate weekly income should be guaranteed to workers affected by unemployment, accidents, sickness, invalidity and old age.

V. Female Labour.
   Women drivers should be prohibited in the transport of goods.

VI. Safety.
   Vehicle drivers should undergo an examination in order to improve road safety and the position of this profession. Only those persons possessing the necessary physical and other qualifications should be engaged on this work. Only vehicles approved by the authorities should be allowed on the roads.
EIGHTEENTH ITEM ON THE AGENDA

PROGRAMME OF MEETINGS

1. In the paper on the twentieth item on the agenda (date and place of the next session of the Governing Body) the Governing Body is invited to decide that its 114th Session and committee meetings should be held in Geneva from Monday 19 February to Saturday 3 March 1951. The Governing Body may wish to keep these proposed dates in mind in considering the following proposed programme of meetings.

Third Session of the Building, Civil Engineering and Public Works Committee

2. It is proposed that this Committee should meet in Geneva from Tuesday 6 to Saturday 17 March 1951 (11 working days).

Committee of Experts on the Application of Conventions and Recommendations

3. It is proposed that this Committee should meet in Geneva from Tuesday 27 March to Friday 6 April 1951 (10 working days).

Regional Conference for the Near and Middle East

4. If the Governing Body decides to accept the invitation extended by the Government of Iran, which is the subject of the paper on the sixth item on the agenda, it is suggested that the Conference should meet in Teheran from Monday 9 to Saturday 21 April 1951 (12 working days).

Meeting of Experts on Payment by Results

5. In the Tenth Supplementary Report of the Director-General the Governing Body is invited to approve the list of experts whom it is proposed to convene. If the Governing Body accepts these proposals, it is suggested that the meeting should be held in Geneva from Tuesday 10 to Friday 20 April 1951 (10 working days).

Correspondence Committee on Industrial Hygiene

6. In the paper concerning the second item on the agenda (Date, Place and Agenda of the 35th (1952) Session of the International Labour Conference) it is suggested (paragraph 6) that this Committee should be convened early in 1951. If the Governing Body accepts this proposal, it is proposed that the Committee should meet in Geneva from Monday 23 to Saturday 28 April 1951 (6 working days).

Fourth Session of the Coal Mines Committee

7. It is proposed that this Committee should meet in Geneva from Tuesday 8 to Saturday 19 May 1951 (11 working days).

Joint Maritime Commission

8. In the Fifth Supplementary Report of the Director-General the Governing Body is invited to decide (paragraph 11) that the Joint Maritime Commission should be convened in Geneva for a date in May to be fixed by agreement. The Office has now ascertained that the period 21-26 May would be the dates most convenient to members of the Commission. The Governing Body is therefore invited to decide that the Commission should meet in Geneva from Monday 21 to Saturday 26 May 1951 (6 working days).

1 This paper is not reproduced in these appendices.
2 See above, Appendix VI, p. 155.
3 See above, Appendix II, p. 94.
4 See above, Appendix XVII, p. 160.
34th Session of the International Labour Conference

9. Following the practice of recent years, it is suggested that the session of the Conference should open on the first Wednesday in June. It is therefore proposed that the 34th Session of the Conference should open in Geneva on Wednesday 6 June 1951.

Meeting of Experts on the Status and Conditions of Employment of Domestic Workers

10. In the Eleventh Supplementary Report of the Director-General the Governing Body is invited to approve the names of experts to be convened to this meeting.1 If the Governing Body accepts these proposals, it is suggested that the meeting should be held in Geneva from Monday 2 to Friday 6 July 1951 (5 working days).

1 See above, Appendix XVII, p. 165.
APPENDIX XIX

NINETEENTH ITEM ON THE AGENDA

APPOINTMENT OF GOVERNING BODY REPRESENTATIVES ON VARIOUS BODIES

Building, Civil Engineering and Public Works Committee (Third Session, Geneva; Proposed Dates: 6-17 March 1951).

1. The Governing Body is requested to appoint a tripartite delegation of three members to represent it at the Third Session of the Building, Civil Engineering and Public Works Committee.

2. It will also be necessary to appoint a Chairman for this session of the Committee.

Coal Mines Committee (Fourth Session, Geneva; Proposed Dates: 8-19 May 1951).

3. The Governing Body is requested to appoint a tripartite delegation of three members to represent it at the Fourth Session of the Coal Mines Committee.

4. It will also be necessary to appoint a Chairman for this session of the Committee.

Regional Conference for the Near and Middle East (Teheran; Proposed Dates: 9-21 April 1951).

5. The Governing Body is requested to appoint a tripartite delegation to represent it at the Regional Conference for the Near and Middle East. No decision has yet been taken on the size of this delegation. It has been the general practice of the Governing Body to appoint to regional conferences a delegation consisting of the Chairman and of two representatives of each of the groups.
APPENDIX XX

ALPHABETICAL LIST OF PERSONS ATTENDING THE SESSION

AGO, Roberto (Italian), Professor of Law, University of Milan, substitute representative of the Italian Government on the Governing Body.

ALI, Aftab (Pakistani), Workers' representative, President, All-India Seafarers' Federation.

BARNETT, Robert M. (United States), Economic Officer in Geneva, United States Department of Labor, accompanying Mr. Zempel, Government representative.

BELL, Ernest A. (United Kingdom), International Secretary, British Trades Union Congress, accompanying Mr. Roberts, Workers' representative.

BENGOUTH, Percy R. (Canadian), Workers' deputy member, President, Trades and Labour Congress of Canada.

BERGENSTRÖM, Gullmar (Swedish), Employers' representative, Director, Swedish Employers' Confederation.

BARNETT, Robert M. (United States), Economic Officer in Geneva, United States Department of Labor, accompanying Mr. Zempel, Government representative.


BRULL, Mariano (Cuban), Government representative, Cuban Minister in Brussels.

BURTON, Kenneth John (United Kingdom), Secretary, British Employers' Confederation, substitute for Sir John Forbes Watson, Employers' representative.

CALHEIROS LOPES, Antonio (Portuguese), Employers' deputy member, President, Rice Industries Association, Lisbon.

CAMPANELLA, Pietro (Italian), Employers' deputy member, President, Genoa Provincial Manufacturers' Association.

CINGOLANI, Mario (Italian), Government representative, Senator, representative of the Italian Government on the Governing Body.

CHAPA, Pedro A. (Mexican), Employers' representative, Chairman of the National Chamber of Transport and Communications.

CITROEN, H. A., representative of the International Refugee Organisation (Special Assistant to the Assistant Director-General, Department of Operations).

COFÍÑO GARCÍA, A. (Cuban), Workers' deputy member, Secretary-General of the Cuban Confederation of Workers.

COOL, Auguste, Observer representing the International Federation of Christian Trade Unions, Vice-President of the I.F.C.T.U.

CORNIL, Louis E. (Belgian), Employers' deputy member, General Manager, Federation of Belgian Industry.

DELANEY, George Philip (United States), Workers' representative, International Representative of the American Federation of Labor.

EMERY, Georges (Belgian), Assistant Secretary-General of the International Organisation of Employers, accompanying Mr. Lecocq, Secretary of the Employers' group.

FAFCHAMPS, Antoine Jean Joseph (Belgian), Attaché de Cabinet, accompanying Mr. G. Van den Daele, Minister of Labour and Social Welfare, Government representative.

FENNEMA, Antony Gerardus (Netherlands), Employers' deputy member, Delegate of the Employers' Federation for International Labour Affairs.

FINET, Paul C. (Belgian), Workers' representative, Secretary-General, Belgian General Federation of Labour, President of the International Confederation of Free Trade Unions.

FORBES WATSON, Sir John Ballingall (United Kingdom), Employers' representative, Director, British Employers' Confederation, Vice-Chairman of the Governing Body.

FRANCK, J., Observer representing the International Co-operative Alliance.

GOULET, Paul (Canadian), Government representative (substitute for Mr. MacNamara), Director, I.L.O Branch, Ministry of Labour.

GRATEROL ROQUE, Manuel (Venezuelan), Observer representing the Government of Venezuela.

GROS, Louis, representative of the United Nations (Department of Social Affairs).

GUDMUNDSSON, Jonas (Icelandic), Government deputy member, Permanent Under-Secretary, Ministry for Social Affairs.


HAYES, L. Wendell (United States), Office of United Nations Economic and Social Affairs, U.S. Department of State, accompanying Mr. Zempel, Government representative.


HEYER, Albert, Observer representing the International Confederation of Free Trade Unions.

HISTED, D. S. (United Kingdom), British Employers' Confederation, accompanying Sir John Forbes Watson, Employers' representative.

IBAÑEZ ÁGUILA, Bernardo (Chilean), Workers' representative, General Secretary, Chilean Confederation of Workers, President, Inter-American Confederation of Workers.

JOUHAUX, Léon (French), Workers' representative, President, General Confederation of Labour (Force ouvrière), Vice-Chairman of the Governing Body.

KOCHE, Hans Henrik (Danish), Government representative, Permanent Secretary, Ministry of Labour and Social Affairs, representative of the Danish Government on the Governing Body.

KOCRHER, Eric (United States), First Secretary and Labor Attaché, U.S. Embassy, Brussels, accompanying Mr. Zempel, Government representative.

KUNTSCHEN, Charles (Swiss), Employers' deputy member, Secretary, Central Federation of Swiss Employers' Associations.

DE LACERDA LAGO, His Excellency Renato (Brazilian), Government representative, Brazilian Ambassador in Brussels.

LECOCQ, Jules (Belgian), Secretary of the Employers' group, Secretary-General of the International Organisation of Employers.

LINGIER, E., Observer representing the International Confederation of Free Trade Unions.


MASTER, M. A. (Indian), Employers' representative (substitute for Mr. Mehta), Vice-President, All-India Organisation of Industrial Employers.

MENON, V. K. R. (Indian), Government representative, Secretary to the Government of India in the Ministry of Labour.

MEYERICK, Joan (United Kingdom), Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

MONK, Alfred Edward (Australian), Workers' representative, President, Australian Council of Trade Unions.

MÖRI, Jean (Swiss), Workers' deputy member, Secretary, Swiss Federation of Trade Unions.

MYRDDIN-EVANS, Sir Guildhaume (United Kingdom), Government representative, Deputy Secretary, Ministry of Labour and National Service, representative of the United Kingdom Government on the Governing Body.

NORDHAL, Konrad (Norwegian), Workers' representative, President, Norwegian Confederation of Trade Unions.

O'BRIEN, John Joseph (Irish), General Secretary, Federated Union of Employers, Dublin, accompanying Sir John Forbes Watson, Employers' representative.

OLDENBROEK, Jacobus Hendrik, Observer representing the International Confederation of Free Trade Unions, General Secretary.

PATTER, Herman, Observer representing the International Confederation of Free Trade Unions.

PEQUENO, Syndulpho de Azevedo (Brazilian), Workers' deputy member, President, Brazilian Federation of Tramway Workers.

RAMADIER, Paul (French), Government representative, former Prime Minister, representative of the French Government on the Governing Body.

RICARD, Jean Jacques (Danish), Assistant Secretary, Ministry of Labour and Social Affairs, substitute representative of the Danish Government on the Governing Body.

ROBERTS, Alfred (United Kingdom), Workers' representative, Chairman, British Trades Union Congress General Council.

RUZ MORENO, Hector (Argentine), accompanying Mr. Stafforini, Government representative.

SAVARY, Roger, Observer representing the International Federation of Agricultural Producers.

SHAW, Charles E. (United States), Employers' representative (substitute for Mr. McCormick), Standard Oil Company, New Jersey.


DE SOUZA BANDEIRA, O. (Brazilian), Member of the Permanent Delegation of Brazil in Geneva, substitute representative of the Brazilian Government on the Governing Body.


STEMBERG, Geertruida J. (Netherlands), Government deputy member, Adviser to the Ministry of Social Affairs.

SUR, Fadil H. (Turkish), Government representative, Professor of Law, University of Ankara, representative of the Turkish Government on the Governing Body.

TENNANT, Mark Dalcour (United Kingdom), Assistant Secretary, Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

TESSIER, Gaston, Observer representing the International Federation of Christian Trade Unions, President.


UGARTECHE, Pedro (Peruvian), Government representative, Peruvian Minister in Brussels.

VAN DEN DAEL, G. (Belgian), Government representative, Minister of Labour and Social Welfare.

VANISTENDAEL, A., Observer representing the International Federation of Christian Trade Unions, Deputy Secretary-General.

WALINE, Pierre (French), Employers' representative, General Secretary, Federation of Metal and Mining Industries.

WALLIN, Michel (Belgian), Deputy Counsellor, Ministry of Labour and Social Welfare, accompanying Mr. G. Van Den Dale, Government representative.

WYNES, Anstey (Australian), Government representative, Chargé d'affaires, Australian Embassy, Dublin.

INDEX

ACTUARIES

Actuarial Subcommittee (Committee of Social Security Experts) .......... 85, 153

ADVISORY COMMITTEE ON CO-OPERATION

Text of resolutions adopted by the Permanent Agricultural Committee and the Advisory Committee on Co-operation, in the light of observations made by the Committee of Social Security Experts 157

ADVISORY COMMITTEE ON JUVENILE EMPLOYMENT

Composition .......... 84, 151

ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

Committee of Experts of the Berne Union .......... 55
Date, place and agenda of the Second Session of the Advisory Committee .......... 55-56
Suggestion that the Advisory Committee should report to the Committee on Industrial Committees .......... 119

AGRICULTURE

Holidays with pay in agriculture .......... 59, 61, 63, 66, 73, 94
Resolution of the International Labour Conference [33rd Session] concerning international action relating to labour problems in agriculture .......... 17, 109

See also: PERMANENT AGRICULTURAL COMMITTEE; REGIONAL CONFERENCE OF AMERICAN STATES MEMBERS OF THE I.L.O.

ALLOCATIONS COMMITTEE

Report of the Allocations Committee .......... 78, 124
Retention of the Committee in its present form .......... 19, 117
Scale of contributions for the 1952 budget .......... 78

AMERICA

Activities of the Latin American Field Office .......... 133
Entry into force of the Agreement between the I.L.O. and the Organization of American States .......... 149
Fifth Regional Conference of American States Members of the I.L.O. .......... 82, 112-114
Latin American Manpower Committee .......... 35-37
Programme of action in the field of manpower in Latin America .......... 35

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Discussion in connection with the agenda of the 35th Session of the International Labour Conference 59, 61, 72, 94

See also: COMMITTEE ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE OF EXPERTS ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

ARTIFICIAL AND ORGANIC FIBRES .......... 58, 131

ASIA

Asian Advisory Committee .......... 86, 120
Asian Manpower Committee (Report of the) .......... 37-43, 80-81, 133-135
Desirability of holding a maritime conference of the countries of Asia .......... 166, 162
Request for addition of Portugal to the list of countries invited to Asian meetings of the I.L.O. .......... 156
Technical documentation in the principal Asian languages .......... 81, 135

AUSTRALIA

Abstention of the Australian Government in regard to the proposed Covenant on Human Rights .......... 77
Observations of the Australian Government representative concerning the setting up of a technical assistance unit in the Asian Field Office .......... 39-40, 43
Observations of the Australian Government representative concerning the utilisation of special funds made available for migration work .......... 36-37
Position of the Australian Government concerning the scheme for alleviating hardship caused to pensioners of the I.L.O. Staff Pensions Fund by increased cost of living .......... 34
Proposal made by the Australian Government concerning the payment of expenses of delegations attending Industrial Committee meetings .......... 45-46
Statement of the Australian Government representative concerning the ad hoc Committee on Forced Labour .......... 77, 147
View expressed by the Australian Government representative concerning the agenda of the 35th (1952) Session of the International Labour Conference .......... 73

AUTOMATIC COUPLING

See: SUBCOMMITTEE ON AUTOMATIC COUPLING OF RAILWAY VEHICLES
BELGIUM

Addresses by the Minister of Labour and Social Welfare and by the Governor of the Province of Brabant, welcoming the Governing Body to Brussels .............................................. 12-14
Expressions of thanks by the Governing Body for Belgium's hospitality .................................................. 88-89
Gift from the Association des lauréats du travail de Belgique of a medallion to members of the Governing Body as a souvenir of the 113th Session ........................................... 88

BERNE UNION

See: ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

BROADCASTING, TELEVISION AND THE MECHANICAL REPRODUCTION OF SOUND

See: ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

BUDGET

See: ALLOCATIONS COMMITTEE; FINANCE COMMITTEE; FINANCIAL AND ADMINISTRATIVE COMMITTEE

BUILDING, CIVIL ENGINEERING AND PUBLIC WORKS COMMITTEE

Date and place of the Third Session ........................................... 88, 130, 167
Representation of the Governing Body at the Third Session ........................................... 86, 169

BUILDING SUBCOMMITTEE

Report of the Building Subcommittee ............................................. 34
Subcommittee to form part of the Financial and Administrative Committee ................. 19, 117

CANADA

Statement of the Canadian Government representative concerning the ad hoc Committee on Forced Labour ........................................... 77
Unveiling of a plaque at McGill University, Montreal ........................................... 79, 163

CHINA

Position of China as regards the technical assistance programme ........................................... 41

COAL-MINING INDUSTRY

Coal Mines Committee:
Date and place of the Fourth Session ........................................... 88, 130, 167
Representation of the Governing Body at the Fourth Session ........................................... 86, 169
Employment of young persons in underground work in coal mines (regulation of the) .............. 61-63, 66-70, 94
Proposed tripartite conference concerning the co-ordination of social security schemes for miners in Europe 56-58, 131
Proposed tripartite meeting of coal-producing countries ........................................... 50-54, 129
Revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46) .............. 67, 95, 157-160

COLOMBIA

Invitation from the Colombian Government to hold the Fifth Conference of American States Members of the I.L.O. in Colombia ........................................... 112, 113-114

COMMITTEE ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Amalgamation with the Standing Orders Committee ........................................... 19, 117-118
See also: COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

COMMITTEE OF EXPERTS ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Composition ........................................... 85, 152
Date and place of the next meeting ........................................... 88, 167
Representation of the Governing Body ........................................... 120

COMMITTEE OF EXPERTS ON INDIGENOUS LABOUR

Composition ........................................... 85, 152-153

COMMITTEE ON INDUSTRIAL COMMITTEES

Increase in membership of the Committee ........................................... 20, 118
Report of the Committee ........................................... 44-58, 126-131
Suggestion that the Advisory Committee on Salaried Employees and Professional Workers and the Committee on Work on Plantations should report to the Committee on Industrial Committees ........................................... 119

COMMITTEE ON THE PROGRAMME OF WORK OF THE OFFICE IN THE FIELD OF INDUSTRIAL SAFETY AND HEALTH

Protection of the health of workers in dangerous trades ........................................... 73

COMMITTEE OF SOCIAL SECURITY EXPERTS

Composition ........................................... 85, 153

COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Creation of the Committee to amalgamate the Standing Orders Committee and the Committee on the Application of Conventions and Recommendations ........................................... 19, 117-118
COMMITTEE OF STATISTICAL EXPERTS
Actuarial Subcommittee ............................................... 85, 153
Composition ......................................................................... 84–85, 151

COMMITTEE ON THE WORKING OF THE GOVERNING BODY AND ITS COMMITTEES
First report ................................................................. 18–34, 116–121
Questions referred to the Committee for examination and report .... 34

COMMITTEES
Composition of Committees ............................................ 84–86, 151–153
Consideration by the Governing Body of questions arising out of the work of other committees and meetings of the Organisation ................................................................. 26, 119
Representation of the Governing Body at I.L.O. committees and other I.L.O. meetings ..................................................... 27–29

COMMITTEES OF EXPERTS
Composition and functioning of committees of experts of the I.L.O. ................................................................. 33–34
Representation of the Governing Body on committees of experts ................................................................. 27

COMMITTEES OF THE GOVERNING BODY
Application of Governing Body decisions concerning the reorganisation of its committees ................................................................. 25
Circulation of committee papers to all members of the Governing Body ................................................................. 29–30, 121
First report of the Committee on the Working of the Governing Body and its Committees ................................................................. 18–34, 116–121
Participation of members of the Governing Body in the work of committees of which they are not members ................................................................. 29–30
Practicability of some Governing Body committees meeting at the close of the session ................................................................. 33–34
Simplification of the system of Governing Body committees ................................................................. 19–25, 117–119

CONCILIATION AND ARBITRATION
See: INDUSTRIAL RELATIONS

CONFERENCE OF GOVERNMENTS CONCERNING RHINE BOATMEN
Procedure for the registration of ratifications of the Agreements drawn up by the Conference of Governments concerning Rhine Boatmen ................................................................................. 17–18
Record of the Conference ................................................................. 17–18, 110–111

CONFERENCES
Conference of Governments concerning Rhine Boatmen ................................................................. 17–18, 110–111
Fifth Regional Conference of American States Members of the International Labour Organisation ................................................................. 82, 112–114
Preliminary Migration Conference ................................................................. 36, 133
Proposed tripartite conference concerning the co-ordination of social security schemes of miners ................................................................. 56–58, 131
Regional Conference for the Near and Middle East ................................................................. 73, 86, 115, 167, 169
Second Migration Conference ................................................................. 36
See also: INTERNATIONAL LABOUR CONFERENCE; REGIONAL CONFERENCES

CONTRACTS
Resolution of the International Labour Conference (33rd Session) concerning the termination of individual contracts of employment ................................................................. 17, 109

CONTRIBUTIONS
See: ALLOCATIONS COMMITTEE

CONVENTIONS
Hours of Work and Rest Periods (Road Transport) Convention, 1939 ................................................................. 50, 128–129
Review of the progress of ratification of the Seattle Conventions ................................................................. 161
Revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46) ................................................................. 66, 95, 157
Revision of the Maternity Protection Convention, 1919 (No. 3) ................................................................. 59, 63, 66, 73
See also: APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

CO-OPERATION
See: ADVISORY COMMITTEE ON CO-OPERATION

CORRESPONDENCE COMMITTEE ON INDUSTRIAL HYGIENE
Composition ................................................................. 85, 151–152
Dangerous or unhealthy trades ................................................................. 94
Date and place of next meeting ................................................................. 87, 167

CORRESPONDENCE COMMITTEE ON RECREATION
Composition ................................................................. 84, 151
COUNCIL OF EUROPE

Recommendation concerning full employment adopted by the Consultative Assembly of the Council of Europe ........................................... 148
Relations between the I.L.O. and the Council of Europe ........................................... 74-75, 144-145
Social security schemes for miners ........................................... 56-58, 131
Telegram from Social Commission concerning a European social security code ........................................... 75

COVENANT ON HUMAN RIGHTS

See: United Nations

CRITERIA FOR ADMISSION TO INDUSTRIAL COMMITTEES ........................................... 44-49, 127-128

CRITERIA FOR THE ESTABLISHMENT OF PRIORITY PROGRAMMES

See: International Organisations Committee; United Nations

CUBA

Observations of the Cuban Government representative, emphasising the importance of technical assistance problems ........................................... 72

DECLARATION OF THE RIGHTS OF THE WORKER

Discussion in connection with the agenda of the 35th Session of the International Labour Conference 61, 64-65, 66-73, 95-96
Discussion of the report of the International Organisations Committee ........................................... 76-77
See also: United Nations

DELEGATION OF THE POWERS OF THE GOVERNING BODY ........................................... 26-27, 119-120

DELEGATIONS TO THE INTERNATIONAL LABOUR CONFERENCE

See: United Nations

DIRECTOR-GENERAL

Message of sympathy from the representative of the Belgian Government and from the Chairman of the Governing Body ........................................... 13, 15
Responsibilities of the Director-General ........................................... 26-27
Telegram sent by the Director-General to the Chairman of the Governing Body at Brussels ........................................... 15
See also: Report of the Director-General

DISTRIBUTION OF DOCUMENTS

Distribution of documents concerning the composition of committees ........................................... 84
Distribution of documents prepared for Governing Body committees ........................................... 29-30, 121
Distribution of records of meetings of Industrial Committees ........................................... 127

DOMESTIC WORKERS

Meeting of Experts on the Status and Conditions of Employment of Domestic Workers ........................................... 79, 88, 165, 168

ECONOMIC AND SOCIAL COUNCIL

See: United Nations

EDUCATION (Compulsory)

Resolution concerning the extension of compulsory education and the provision of facilities for adult education, adopted by the International Labour Conference at its 33rd Session ........................................... 16, 108

EMPLOYERS' ORGANISATIONS

Resolution concerning the protection of the property of employers' and workers' organisations, adopted by the International Labour Conference at its 33rd Session ........................................... 17, 109

EMPLOYMENT

See: Employment Committee; Full Employment; Manpower and Employment Committee; Unemployment

EMPLOYMENT COMMITTEE

Decision that the Committee shall form part of the Manpower and Employment Committee ........................................... 20-25, 118

EMPLOYMENT OF YOUNG PERSONS IN UNDERGROUND WORK IN COAL MINES

Discussion in connection with the agenda of the 35th Session of the International Labour Conference 61-63, 66-68, 70, 73, 94, 95

EXCHANGE PLAN

Exchange of social welfare personnel among European countries ........................................... 143

EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

See: Technical Assistance
| EXPERTS |
| See: ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS; COMMITTEE OF EXPERTS ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE OF EXPERTS ON INDIGENOUS LABOUR; COMMITTEE OF SOCIAL SECURITY EXPERTS; COMMITTEE OF STATISTICAL EXPERTS; COMMITTEES OF EXPERTS; MEETINGS |

| FACT-FINDING AND CONCILIATION COMMISSION ON FREEDOM OF ASSOCIATION |
| Communication from the Government of the Union of South Africa | 80, 164 |
| Representation of the Governing Body | 120 |

| FELLOWSHIPS |
| I.L.O. fellowships and special grants programmes | 82-83, 135, 138-143 |

| FIELD OFFICES |
| Activities of the Latin American Field Office | 133 |
| Proposed manpower field office for the Near and Middle East | 81 |

| FINANCE COMMITTEE |
| Inclusion of the present Committee in the new Financial and Administrative Committee | 19, 117 |
| Possible amendments to the Financial Regulations | 34 |
| Report of the Finance Committee | 34, 123 |

| FINANCIAL AND ADMINISTRATIVE COMMITTEE |
| Establishment of a Financial and Administrative Committee to replace several existing Committees | 19, 117 |

| FISHERMEN |
| Conditions of employment of fishermen | 79, 161 |
| Resolution on a fishermen's international social programme, adopted by the International Transportworkers' Federation | 163 |

| FORBES WATSON, SIR JOHN |
| Observations on procedure to be followed with regard to invitations from Governments to hold meetings outside Geneva | 36 |

| FORCED LABOUR |
| Ad hoc Committee on Forced Labour | 77-78, 146-147 |

| FREEDOM OF ASSOCIATION |
| See: FACT-FINDING AND CONCILIATION COMMISSION ON FREEDOM OF ASSOCIATION; TRADE UNION RIGHTS |

| FULL EMPLOYMENT |
| International comparisons of unemployment percentages | 78, 147 |
| Recommendation on full employment adopted by the Consultative Assembly of the Council of Europe (26 August 1950) | 148 |
| Resolution concerning action against unemployment, adopted by the International Labour Conference at its 33rd Session | 16 |
| Resolution concerning full employment, adopted by the Economic and Social Council (15 August 1950) | 147-148 |

| See also: UNEMPLOYMENT |

| GOVERNING BODY |
| 112th Session—Approval of minutes | 16 |
| 113th Session—Agenda | 93 |
| Closing of the session | 88-89 |
| Gift from the Association des lauréats du travail de Belgique of a medallion as souvenir of the session | 88 |
| Opening of the session | 12 |
| Order of business | 16 |
| Persons attending the session | 9-11, 170-172 |
| 114th Session—Date and place | 88 |
| Application of the decisions of the Governing Body concerning the reorganisation of committees | 25 |
| Circulation of committee papers to all members of the Governing Body | 29-30, 121 |
| Committee on the Working of the Governing Body and its Committees (First Report) | 18-34, 116-121 |
| Delegation of the powers of the Governing Body | 26-27, 119-120 |
| Methods of associating all members of the Organisation more closely with the work of the Governing Body | 122 |
| Participation of members of the Governing Body in the work of committees of which they are not members | 29-30 |
| Periodicity of sessions of the Governing Body | 18-19, 116-117 |
| Practicability of some Governing Body committees meeting at the close of the session | 33-34 |
| Procedure for consideration by the Governing Body of questions arising out of the work of other committees and meetings of the Organisation | 26, 119 |
| Proposal of the Swiss Government that the Conference should have before it every year a report from the Governing Body | 60-61 |
| Proposed regulations relating to the payment of travelling expenses and subsistence allowances to members of the Governing Body and its committees | 34 |
| Representation of the Governing Body at I.L.O. committees and other I.L.O. meetings and on various bodies | 27-29, 86, 115, 130, 146, 169 |
| Simplification of the system of Governing Body committees | 19-23, 117-119 |
| Telephonic interpretation | 20, 121 |
Harriman, Henry I.

Tribute to the memory of Mr. Harriman

Page 88, 154

Health of Workers

Protection of the health of workers in dangerous trades:

Discussion in connection with the agenda of the 35th Session of the International Labour Conference 62-63, 66-68, 73, 94-95, 97-99

See also: Committee on the Programme of Work of the Office in the Field of Industrial Safety and Health; World Health Organisation

Holidays with Pay

Communication from and resolution adopted by the International Federation of Christian Factory and Transport Workers

See also: Agriculture

Hours of Work

Communication from and resolution adopted by the International Federation of Christian Factory and Transport Workers

Hours of Work and Rest Periods (Road Transport) Convention, 1939

Reduction of hours of work as a consequence of rising productivity:

Consideration in connection with the agenda of the 35th (1952) Session of the International Labour Conference 66, 69-70

The I.L.O. and the question of the reduction of hours of work

National regulation of hours of work

Revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46): Consideration in connection with the agenda of the 35th (1952) Session of the International Labour Conference 66, 95, 157

Human Rights Commission

See: United Nations

Indigenous Workers

See: Committee of Experts on Indigenous Labour

Industrial Committees

Building, Civil Engineering and Public Works Committee

Chemical Industries Committee

Coal Mines Committee

Inland Transport Committee

Iron and Steel Committee

Metal Trades Committee

Petroleum Committee

Plantations, Committee on Work on

Textiles Committee

Communication from and resolution adopted by the International Federation of Christian Factory and Transport Workers

Criteria for membership of Industrial Committees

Distribution of records of meetings of Industrial Committees

Increase in membership of the Committee on Industrial Committees

Programme of meetings

Proposal made by the Australian Government concerning the payment of expenses of delegations attending Industrial Committee meetings

Report of the Committee on Industrial Committees

Representation of the Governing Body

Request for the establishment of a Committee for the printing trades

Industrial Hygiene and Safety

See: Committee on the Programme of the Office in the Field of Industrial Safety and Health; Correspondence Committee on Industrial Hygiene; Joint I.L.O.-W.H.O. Committee on Industrial Hygiene

Industrial Relations

Discussion in connection with the agenda of the 35th Session of the International Labour Conference

Inland Transport

Inland Transport Committee:

Resolution concerning the Hours of Work and Rest Periods (Road Transport) Convention, 1939, adopted by the Third Session of the Committee

International Civil Service Advisory Board

Report on recruitment methods and standards for the United Nations and the specialised agencies

International Development Works Committee

Suggestion that the Committee should report to the Manpower and Employment Committee

International Federation of Christian Factory and Transport Workers

See: Committee on Industrial Committees
INTERNATIONAL LABOUR CONFERENCE

33rd Session (1950)—Action to be taken on resolutions adopted ........................................... 16, 108-109
34th Session (1951)—Date and place .................................................................................. 88, 168
Resolutions adopted by the 33rd Session which concern the placing of various items on the agenda of the 34th Session ........................................... 109
35th Session (1952)—Date and place .................................................................................. 58, 94
Agenda, discussion of .................................................................................................. 58-73, 94-107

INTERNATIONAL LABOUR LEGISLATION

Ratifications registered—Entry into force of Conventions—Ratifications authorised ........................................... 155-156

INTERNATIONAL LABOUR ORGANISATION

Definition of the competence of the Organisation ................................................................ 33

INTERNATIONAL ORGANISATIONS

Joint Committees of the I.L.O. with other international organisations ............................................... 30-33, 121
Relations between the I.L.O. and other international organisations .................................................. 149

INTERNATIONAL ORGANISATIONS COMMITTEE

Criteria for the establishment of priority programmes ................................................................. 148-149
Report of the Committee .................................................................................................. 74-78, 144-150

INTERNATIONAL TRANSPORTWORKERS' FEDERATION

Resolution concerning wages and conditions of service in the short sea trades in North-West Europe .................................................................................................................. 160-161, 162

INVITATIONS FROM GOVERNMENTS TO HOLD MEETINGS OUTSIDE GENEVA

Invitation from the Government of Colombia to hold the Fifth Regional Conference of American States Members of the I.L.O. in Colombia ......................................................................................... 112-114
Invitation from the Government of Iran to hold the Regional Conference for the Near and Middle East in Teheran ................................................................................... 73, 115
Invitation from the Italian Government to hold the Second Migration Conference in Naples ................................................................. 36, 133
Invitation from the Government of Mexico to hold the Fourth Session of the Petroleum Committee in Mexico ......................................................................................... 127
Sir John Forbes Watson’s observations on the procedure to be followed with respect to invitations received from Governments ...................................................................................... 36

IRAN

I.L.O. mission to the oil areas of Iran ........................................................................................................ 80, 127, 163-164
Invitation from the Government of Iran to hold the Regional Conference for the Near and Middle East in Teheran ................................................................................... 73, 115

IRON AND STEEL COMMITTEE

Agenda of the Fourth Session .................................................................................................. 54-55, 130

ITALY

Activities of the Special Migration Field Mission in Italy ..................................................................... 132
Invitation from the Italian Government to hold the Second Migration Conference in Naples ................................................................. 36, 133

JOINT COMMITTEES WITH OTHER INTERNATIONAL ORGANISATIONS

Proposals of the Committee on the Working of the Governing Body and its Committees ......................................................... 30-33, 121
See also: JOINT I.L.O.-W.H.O. COMMITTEE ON HYGIENE OF SEAFARERS; JOINT I.L.O.-W.H.O. COMMITTEE ON INDUSTRIAL HYGIENE; JOINT I.L.O.-W.H.O. COMMITTEE ON PROVISION FOR MEDICAL CARE AND HEALTH SERVICES

JOINT I.L.O.-W.H.O. COMMITTEE ON HYGIENE OF SEAFARERS

Proposal to hold the Second Session of the Committee ........................................................................ 79, 161, 163

JOINT I.L.O.-W.H.O. COMMITTEE ON INDUSTRIAL HYGIENE

Report of the First Session of the Committee ...................................................................................... 78, 149-150

JOINT I.L.O.-W.H.O. COMMITTEE ON PROVISION FOR MEDICAL CARE AND HEALTH SERVICES ......................................................... 33, 121

JOINT MARITIME COMMISSION

Competence of the Commission on questions relating to the conditions of employment of fishermen ......................................................................................................................... 79
Date and place .................................................................................................................. 79, 160-163
Representation of the Governing Body .......................................................................................... 120

JUVENILE EMPLOYMENT

See: ADVISORY COMMITTEE ON JUVENILE EMPLOYMENT; EMPLOYMENT OF YOUNG PERSONS IN UNDERGROUND WORK IN COAL MINES

KJELSBORG, MRS. BETZY

Tribute to the memory of Mrs. Betzy Kjelsberg ............................................................................. 88, 154
### Korea

Participation of the I.L.O. in planning and carrying out the economic rehabilitation of Korea .......................... 74, 144

### Land Settlement

See: Migration

### Latin America

See: America

### Lead Poisoning

- International regulations concerning the protection of women and children against lead poisoning .......... 99

See also: Health of Workers

### Mahaim, Ernest

Tribute to the memory of Mr. Ernest Mahaim .................................................. 1

### Manpower

See: Manpower Committees; Manpower Field Offices

### Manpower and Employment Committee

Creation of the Manpower and Employment Committee to replace certain existing Committees ............... 20–25, 118

### Manpower Committees

- Asian Manpower Committee (Report of the) ........................................................................ 37–43, 80–81, 133–135
- European and Latin American Manpower Committees (Report of the Joint Session) .................. 35–37, 132–133
- Manpower Committees (Report of the Joint Session) ........................................... 81–82, 135–136
- Replacement of the Asian, European and Latin American Manpower Committees by a Manpower and Employment Committee ...................................................... 20–25, 118

### Manpower Field Offices

- Activities of the Latin American Field Office ................................................................ 133
- Proposed manpower field office for the Near and Middle East .................................. 81, 135
- Technical assistance activities of the Asian Manpower Field Office .......................... 37–43, 80–81, 134

### Maternity

Revision of the Maternity Protection Convention, 1919 (No. 3) ........................................ 59, 63, 66, 68, 73, 95

### Meetings

- Meeting of Experts on Systems of Payment by Results .................................................. 79, 88, 165, 167
- Procedure for consideration by the Governing Body of questions arising out of the work of other I.L.O. Committees ............................................................... 26, 119
- Proposed tripartite meeting of coal-producing countries .............................................. 50–54
- Representation of American employers at tripartite meetings ........................................ 56
- Request for addition of Portugal to the list of countries invited to Asian meetings of the I.L.O. ... 136

See also: Committees of the Governing Body; Conferences; Invitations from Governments to Hold Meetings outside Geneva; Periodicity of the Sessions of the Governing Body

### Metal Trades Committee

Agenda of the Fourth Session .................................................................................. 54, 129–130

### Mexico

Invitation from the Government of Mexico to hold the Fourth Session of the Petroleum Committee in Mexico .................................................. 127

### Migration

- Draft Model Agreement for Land Settlement, including Migration of Refugees and Displaced Persons .......................... 82, 136
- Resolution concerning the measures necessary for the financing of migration, adopted by the Economic and Social Council ........................................................................ 133
- Special Migration Funds:
  - Financial situation ....................................................................................... 34
  - Observations of the Australian Government representative ................................. 36–37

See also: Migration Conference; Permanent Migration Committee; Preliminary Migration Conference

### Migration Conference

Date and place of Second Migration Conference .................................................. 36

See also: Preliminary Migration Conference

### Miners' International Federation

- Proposed tripartite conference concerning the co-ordination of social security schemes for miners .......................... 56–58, 131
- Proposed tripartite meeting of coal-producing countries ........................................ 59–54, 129
<table>
<thead>
<tr>
<th>Section</th>
<th>Page Numbers</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mines</td>
<td></td>
<td>See:</td>
</tr>
<tr>
<td>See: Coal-Mining Industry; Employment of Young Persons in Underground Work in Coal Mines; Hours of Work; Miners’ International Federation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Missons</td>
<td></td>
<td></td>
</tr>
<tr>
<td>I.L.O. mission to the oil areas of Iran</td>
<td>84, 127, 163–164</td>
<td></td>
</tr>
<tr>
<td>Mitchell, Hon. Humphrey S.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tribute to the memory of the Hon. Humphrey S. Mitchell</td>
<td>88, 154</td>
<td></td>
</tr>
<tr>
<td>McGill University</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unveiling of a plaque at McGill University, Montreal</td>
<td>79, 163</td>
<td></td>
</tr>
<tr>
<td>Near and Middle East</td>
<td></td>
<td>See also: Regional Conference for the Near and Middle East</td>
</tr>
<tr>
<td>Proposed manpower field office for the Near and Middle East</td>
<td>81, 135</td>
<td></td>
</tr>
<tr>
<td>Occupational Medicine</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bibliography of Occupational Medicine</td>
<td>156</td>
<td></td>
</tr>
<tr>
<td>Odfjell, Frederik</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tribute to the memory of Mr. Frederik Odfjell</td>
<td>88, 154</td>
<td></td>
</tr>
<tr>
<td>Officers of the Governing Body</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Report of the Officers of the Governing Body on the procedure for dealing with communications concerning infringements of trade union rights</td>
<td>83, 84</td>
<td>See also: Delegation of the Powers of the Governing Body</td>
</tr>
<tr>
<td>Operational Programmes of the I.L.O.</td>
<td></td>
<td>Proposal made by the representative of the United States Government for the establishment of a committee to review all the operational programmes of the I.L.O.</td>
</tr>
<tr>
<td>Organization of American States</td>
<td></td>
<td>Entry into force of the Agreement between the I.L.O. and the Organization of American States</td>
</tr>
<tr>
<td>Oudegeeest, Jan</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tribute to the memory of Mr. Jan Oudegeeest</td>
<td>88, 154–155</td>
<td></td>
</tr>
<tr>
<td>Payment by Results</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Meeting of Experts on Systems of Payment by Results</td>
<td>79, 88, 165, 167</td>
<td></td>
</tr>
<tr>
<td>Pensions</td>
<td></td>
<td>See: Pensions Fund; Pensions Subcommittee</td>
</tr>
<tr>
<td>Pensions Fund</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Implementation of the scheme for alleviating hardship caused to pensioners of the I.L.O. Staff Pensions Fund by increased cost of living</td>
<td>34</td>
<td></td>
</tr>
<tr>
<td>Questions relating to the United Nations Joint Staff Pension Fund</td>
<td>79</td>
<td></td>
</tr>
<tr>
<td>Pensions Subcommittee</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inclusion of the Subcommittee in the new Financial and Administrative Committee</td>
<td>19, 117</td>
<td></td>
</tr>
<tr>
<td>Performers’ Rights</td>
<td></td>
<td>See: Advisory Committee on Salaried Employees and Professional Workers</td>
</tr>
<tr>
<td>Periodicity of the Sessions of the Governing Body</td>
<td>18–19, 116, 117</td>
<td></td>
</tr>
<tr>
<td>Permanent Agricultural Committee</td>
<td></td>
<td>Text of resolutions adopted by the Permanent Agricultural Committee and the Advisory Committee on Co-operation, in the light of observations made by the Committee of Social Security Experts</td>
</tr>
<tr>
<td>Permanent Migration Committee</td>
<td></td>
<td>Suggestion that the Committee should report to the Manpower and Employment Committee</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Distribution of the records of sessions of the Petroleum Committee ................................................................. 127
Mission to the oil areas in Iran ......................................................................................................................... 80, 127, 163-164
Petroleum Committee:
  Third Session: Note on the proceedings of the Third Session ................................................................. 44, 126-127
  Consideration of the report of the mission to the oil areas of Iran ......................................................... 163-164
  Fourth Session: Invitation from the Mexican Government to hold the Fourth Session of the Committee in Mexico ................................................................. 127

PHOSPHORUS

International Convention concerning the use of white (yellow) phosphorus in the manufacture of matches 99

See also: HEALTH OF WORKERS

PLANTATIONS

Committee on Work on Plantations:
  First Session: Date and place ................................................................. 58
  Representation of Viet-Nam by observers ......................................................................................... 58, 131

PORTUGAL

Request for addition of Portugal to the list of countries invited to Asian meetings of the I.L.O. 156

PRELIMINARY MIGRATION CONFERENCE

Action taken to give effect to the conclusions of the Preliminary Migration Conference 36, 133

PRINTING TRADES

Request for the establishment of an Industrial Committee for the printing trades 49-50, 128

PRIORITY PROGRAMMES, CRITERIA FOR

See: INTERNATIONAL ORGANISATIONS COMMITTEE; UNITED NATIONS

PRODUCTIVITY

See: HOURS OF WORK

PROFESSIONAL WORKERS

See: ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

PROGRESS OF INTERNATIONAL LABOUR LEGISLATION

See: INTERNATIONAL LABOUR LEGISLATION

PROTECTION OF THE PROPERTY OF EMPLOYERS’ AND WORKERS’ ORGANISATIONS

See: EMPLOYERS’ ORGANISATIONS; WORKERS’ ORGANISATIONS

PROTECTION OF WAGES

See: WAGES

PUBLIC AUTHORITIES

See: INDUSTRIAL RELATIONS

PUBLICATIONS

Report on the progress of I.L.O. publications ......................................................................................... 156

RATIFICATIONS

Procedure for the registration of ratifications of agreements other than international labour Conventions 17-18, 110-111
Review of the progress of ratification of the Seattle Conventions ................................................................. 161

See also: INTERNATIONAL LABOUR LEGISLATION

RECOMMENDATIONS

See: APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE OF EXPERTS ON THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS; COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

RECREATION

See: CORRESPONDENCE COMMITTEE ON RECREATION

REFUGEES

See: MIGRATION
REGIONAL CONFERENCE FOR THE NEAR AND MIDDLE EAST

Composition, date and place .................................................. 73, 86, 115, 167
Representation of the Governing Body ..................................... 73, 86, 169

REGIONAL CONFERENCE OF AMERICAN STATES MEMBERS OF THE INTERNATIONAL LABOUR ORGANISATION (Fifth)

Date, place and agenda .......................................................... 82, 112-114

REGIONAL CONFERENCES

Representation of the Governing Body at regional conferences ............... 27-28, 120
Request for addition of Portugal to the list of countries invited to Asian meetings of the I.L.O. ................................................. 156

See also: CONFERENCES

REPORT OF THE DIRECTOR-GENERAL ........................................... 79-80, 83-84, 88, 154-156

Obituary—Henry I. Harriman .................................................. 88, 154
Mrs. Betzy Kjelsberg .................................................................. 88, 154
Hon. Humphrey S. Mitchell ...................................................... 88, 154
Frederik Ødfjel ......................................................................... 88, 154
Jan Oudegeest ........................................................................... 88, 154-155

Progress of international labour legislation .................................. 155-156
Publications .................................................................................. 156

First Supplementary Report: Request for addition of Portugal to the list of countries invited to the Asian meetings of the I.L.O. ......................... 156
Second Supplementary Report: Proposal to convene a special conference on unemployment ................................................................. 156
Third Supplementary Report: Text of resolutions adopted by the Permanent Agricultural Committee and Advisory Committee on Co-operation, as revised in the light of observations made by the Committee of Social Security Experts ........................................................................... 157
Fourth Supplementary Report: Revision of the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46) : 157-160
Fifth Supplementary Report: Proposed meeting of the Joint Maritime Commission ................................................................. 78, 160-163
Sixth Supplementary Report: Joint I.L.O.-W.H.O. Committee on Hygiene of Seafarers ................................................................. 79, 163
Seventh Supplementary Report: Unveiling of a plaque at McGill University, Montreal ................................................................. 79, 163
Eighth Supplementary Report: International Labour Office mission to the oil areas in Iran ................................................................. 80, 127, 163-164

Ninth Supplementary Report: Fact-Finding and Conciliation Commission on Freedom of Association: Communication from the Government of the Union of South Africa .................................................................................. 80, 164-165
Tenth Supplementary Report: Meeting of Experts on Systems of Payment by Results ................................................................. 79, 88, 165, 167
Eleventh Supplementary Report: Meeting of Experts on the Status and Conditions of Employment of Domestic Workers ................................................................. 79, 88, 165-166, 168
Twelfth Supplementary Report: Communication from the International Federation of Christian Factory and Transport Workers ................................................................. 83, 84, 166

REPRESENTATION OF THE GOVERNING BODY ON VARIOUS BODIES

Building, Civil Engineering and Public Works Committee (Third Session) ................................................................. 86, 169
Coal Mines Committee (Fourth Session) .................................................................................................................. 86, 169
I.L.O. Delegation to the Commission on Human Rights .................................................................................. 146
Regional Conference for the Near and Middle East .................................................................................. 86, 115, 169
Representation of the Governing Body at I.L.O. committees and other I.L.O. meetings ................................................................. 27-29, 120

RESOLUTIONS

Action to be taken on resolutions adopted by the International Labour Conference at its 33rd Session:
Resolution concerning action against unemployment .................................................................................. 16, 108
Resolution concerning the extension of compulsory education and the provision of facilities for adult education ................................................................. 16, 108
Resolution concerning international action relating to labour problems in agriculture ................................................................. 17, 109
Resolution concerning the protection of the property of employers' and workers' organisations ................................................................. 17, 109
Resolution concerning the termination of individual contracts of employment ................................................................. 17, 109
Resolution concerning an international declaration of the rights of workers, adopted by the Montevideo Conference .................................................................................. 95-96

Text of resolutions adopted by the Permanent Agricultural Committee and by the Advisory Committee on Co-operation, as revised in the light of the observations made by the Committee of Social Security Experts .................................................................................. 157

RHINE BOATMEN

See: CONFERENCE OF GOVERNMENTS CONCERNING RHINE BOATMEN

RIGHTS OF PERFORMERS

See: ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

RIGHTS OF THE WORKER

See: DECLARATION OF THE RIGHTS OF THE WORKER

ROAD SAFETY

Communication from and resolution adopted by the International Federation of Christian Factory and Transport Workers .................................................................................. 83, 166

SALARIED EMPLOYEES

See: ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS; REGIONAL CONFERENCE OF AMERICAN STATES MEMBERS OF THE I.L.O.
Questions relating to the report of the United Nations Committee of Experts on Salary, Allowance and Leave Systems ................................. 79
Salary scales and conditions of service of local staff in Geneva ........................................ 79
See also: INTERNATIONAL CIVIL SERVICE ADVISORY BOARD

SEAFARES

Desirability of holding a special conference to discuss the conditions of employment of Asian seafarers .... 160, 162
Resolution concerning wages and conditions of service in the short sea trades in North-West Europe, adopted by the International Transportworkers' Federation ............................ 162
See also: FISHERMEN; JOINT MARITIME COMMISSION

SHIPOWNERS

Point of view of the shipowners regarding the competence of the Joint Maritime Commission in connection with conditions of employment of fishermen ........................................ 79, 161

SHORT SEA TRADES

Resolution concerning wages and conditions of service, adopted by the International Transportworkers' Federation .................................................. 160-161, 162

SILICOSIS SUBCOMMITTEE

Composition of the Subcommittee .................................................. 85, 152

SOCIAL SECURITY

Communication from and resolution adopted by the International Federation of Christian Factory and Transport Workers .............................................................................. 83-84, 166
European social security code ............................................................................................................ 74-76, 144-145
Objectives and minimum standards of social security ..................................................................... 50, 93, 65, 73, 94
Proposed tripartite conference concerning the co-ordination of social security schemes for miners in Europe .......................................................... 56-58, 131
See also: ACTUARIAL SUBCOMMITTEE; COMMITTEE OF SOCIAL SECURITY EXPERTS; REGIONAL CONFERENCE OF AMERICAN STATES MEMBERS OF THE I.L.O.

SPECIALISED AGENCIES

Concentration of effort of the United Nations and the specialised agencies ........................................ 78, 148-149

STAFF

See: FINANCIAL AND ADMINISTRATIVE COMMITTEE; INTERNATIONAL CIVIL SERVICE ADVISORY BOARD; PENSIONS FUND; SALARIES; STAFF QUESTIONS COMMITTEE

STAFF QUESTIONS COMMITTEE

Inclusion of the present Committee in the new Financial and Administrative Committee .............. 19, 117
Report of the Committee ............................................................................................................. 79, 125

STANDING ORDERS

Amendments to the various Standing Orders resulting from the establishment of the Financial and Administrative Committee .................................................................................. 19
Decision to amend paragraph 1 of Article 15 of the Standing Orders of the Governing Body .......... 19, 116-117
See also: STANDING ORDERS COMMITTEE

STANDING ORDERS COMMITTEE

Amalgamation with the Committee on the Application of Conventions and Recommendations .... 19, 117-118
See also: COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

STATISTICAL EXPERTS

See: COMMITTEE OF STATISTICAL EXPERTS

STATUS AND CONDITIONS OF EMPLOYMENT OF DOMESTIC WORKERS

See: DOMESTIC WORKERS

SUBCOMMITTEE ON AUTOMATIC COUPLING OF RAILWAY VEHICLES

Composition ................................................................................................................................. 84, 151

SUBCOMMITTEE ON VOCATIONAL TRAINING IN AMERICAN COUNTRIES

Decision that the Subcommittee shall form part of the Manpower and Employment Committee .......... 20-25, 118

SUBSISTENCE ALLOWANCES TO MEMBERS OF THE GOVERNING BODY AND OF COMMITTEES

Proposed regulations .................................................................................................................. 34
<table>
<thead>
<tr>
<th>Topic</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Observations of the Swiss Government concerning the overloading of the agenda of the International Labour Conference</td>
<td>60</td>
</tr>
<tr>
<td>Proposal of the Swiss Government concerning the submission of an annual report by the Governing Body to the Conference</td>
<td>59-61, 66</td>
</tr>
<tr>
<td>TECHNICAL ASSISTANCE</td>
<td></td>
</tr>
<tr>
<td>Award of fellowships under the Technical Assistance Programme</td>
<td>139-140</td>
</tr>
<tr>
<td>Financial situation of the Technical Assistance Fund</td>
<td>34</td>
</tr>
<tr>
<td>I.L.O. fellowships and special grants programmes</td>
<td>82-83, 138-143</td>
</tr>
<tr>
<td>Importance of technical assistance problems (observations of the Cuban Government representative)</td>
<td>72</td>
</tr>
<tr>
<td>Information on the development of the expanded programme of technical assistance</td>
<td>82, 137</td>
</tr>
<tr>
<td>Position of China as regards the technical assistance programme</td>
<td>41</td>
</tr>
<tr>
<td>Provision of technical assistance to Asian countries, and financing of this assistance</td>
<td>37-43, 80-81, 134</td>
</tr>
<tr>
<td>Report of the Technical Assistance Committee</td>
<td>82-83, 137-143</td>
</tr>
<tr>
<td>Retention of the Committee and widening of its terms of reference</td>
<td>21-25, 118</td>
</tr>
<tr>
<td>Technical assistance activities of the I.L.O. in Asian countries</td>
<td>37-43, 80-81, 134</td>
</tr>
<tr>
<td>Technical assistance in various fields within the competence of the I.L.O.</td>
<td>82, 137-138</td>
</tr>
<tr>
<td>Utilisation of special credits (observations of the Australian Government representative)</td>
<td>36-37</td>
</tr>
<tr>
<td>TECHNICAL DOCUMENTATION IN THE PRINCIPAL ASIAN LANGUAGES</td>
<td>81, 135</td>
</tr>
<tr>
<td>TELEPHONIC INTERPRETATION</td>
<td>29, 121</td>
</tr>
<tr>
<td>TRADE UNION RIGHTS</td>
<td></td>
</tr>
<tr>
<td>Report of the Officers of the Governing Body on the procedure for dealing with communications concerning infringements of trade union rights</td>
<td>83-84</td>
</tr>
<tr>
<td>See also: FREEDOM OF ASSOCIATION</td>
<td></td>
</tr>
<tr>
<td>TRADES (DANGEROUS)</td>
<td></td>
</tr>
<tr>
<td>See: HEALTH OF WORKERS; LEAD POISONING; PHOSPHORUS</td>
<td></td>
</tr>
<tr>
<td>TRAVELLING EXPENSES AND SUBSISTENCE ALLOWANCES TO MEMBERS OF THE GOVERNING BODY AND OF COMMITTEES</td>
<td></td>
</tr>
<tr>
<td>Proposed regulations</td>
<td>34</td>
</tr>
<tr>
<td>UNEMPLOYMENT</td>
<td></td>
</tr>
<tr>
<td>International comparisons of unemployment percentages</td>
<td>78, 147-148</td>
</tr>
<tr>
<td>Proposal to convene a special conference on unemployment</td>
<td>156</td>
</tr>
<tr>
<td>Ratification of the Unemployment Convention, 1919 (No. 2)</td>
<td>155</td>
</tr>
<tr>
<td>Ratification of the Unemployment Provision Convention, 1934 (No. 44)</td>
<td>155</td>
</tr>
<tr>
<td>Resolution adopted by the International Labour Conference (33rd Session) concerning action against unemployment</td>
<td>16, 168</td>
</tr>
<tr>
<td>See also: EMPLOYMENT COMMITTEE; FULL EMPLOYMENT; MANPOWER AND EMPLOYMENT COMMITTEE</td>
<td></td>
</tr>
<tr>
<td>U.N.E.S.C.O.</td>
<td></td>
</tr>
<tr>
<td>See: ADVISORY COMMITTEE ON SALARIED EMPLOYEES AND PROFESSIONAL WORKERS</td>
<td></td>
</tr>
<tr>
<td>UNION OF SOUTH AFRICA</td>
<td></td>
</tr>
<tr>
<td>Communication from the Government of the Union of South Africa concerning the ad hoc Committee on Forced Labour</td>
<td>146-147</td>
</tr>
<tr>
<td>Communication from the Government of the Union of South Africa concerning the Fact-Finding and Conciliation Commission on Freedom of Association</td>
<td>80, 164-165</td>
</tr>
<tr>
<td>Observations of the Government of the Union of South Africa concerning the overloading of the agenda of the International Labour Conference</td>
<td>58-59, 62-63, 66</td>
</tr>
<tr>
<td>UNITED KINGDOM</td>
<td></td>
</tr>
<tr>
<td>Joint draft resolution with the United States concerning the establishment of an ad hoc Committee on Forced Labour, submitted to the Economic and Social Council</td>
<td>146</td>
</tr>
<tr>
<td>UNITED NATIONS</td>
<td></td>
</tr>
<tr>
<td>Ad hoc Committee on Forced Labour</td>
<td>77-78, 146-147</td>
</tr>
<tr>
<td>Administrative Committee on Co-ordination (Eighth Report)</td>
<td>78, 149</td>
</tr>
<tr>
<td>Award of fellowships in I.L.O. fields (position of the United Nations)</td>
<td>140-141</td>
</tr>
<tr>
<td>Commission on Human Rights (I.L.O. delegation to the)</td>
<td>146</td>
</tr>
<tr>
<td>Committee of Experts on Salary, Allowance and Leave Systems</td>
<td>79</td>
</tr>
<tr>
<td>Concentration of effort of the United Nations and the specialised agencies</td>
<td>78, 148-149</td>
</tr>
<tr>
<td>Criteria for priority programmes</td>
<td>149</td>
</tr>
<tr>
<td>Economic and Social Council: Resolution concerning the measures necessary for the financing of migration</td>
<td>133</td>
</tr>
<tr>
<td>Resolution (15 August 1950) on full employment</td>
<td>147-148</td>
</tr>
<tr>
<td>International Civil Service Advisory Board: Report on recruitment methods and standards for the United Nations and the specialised agencies</td>
<td>79</td>
</tr>
</tbody>
</table>
UNITED STATES

Difficulty of providing employers' representatives for all the tripartite meetings .................................................. 56
Joint draft resolution with the United Kingdom concerning the establishment of an ad hoc Committee on Forced Labour, submitted to the Economic and Social Council .................................................. 146
Proposal by the United States Government representative to set up a committee to consider the operational aspects of the work of the I.L.O. ................................................................. 20-24
Views of the American employers concerning the proposed tripartite meeting of coal-producing countries .................. 50

VIET-NAM

Representation of the Government of Viet-Nam at the First Session of the Committee on Work on Plantations ................. 58, 131

VOCATIONAL TRAINING

Inclusion of the Subcommittee on Vocational Training in American Countries in the Manpower and Employment Committee ................................................................. 20-25
Reproduction and translation of technical documentation on training in the principal Asian languages ............................ 81, 135

WAGES

Communication from and resolution adopted by the International Federation of Christian Factory and Transport Workers ................................. 83-84, 166
See also: AGRICULTURE

WOMEN

Communication from and resolution adopted by the International Federation of Christian Factory and Transport Workers ................................. 83, 166
Regulation of the employment of women in dangerous or unhealthy occupations ................................................................. 99
Revision of the Maternity Protection Convention, 1919 (No. 3) ................................................................. 59, 63, 66, 68, 73, 95
See also: EQUAL REMUNERATION

WORKERS' ORGANISATIONS

Resolution concerning the protection of the property of employers' and workers' organisations, adopted by the International Labour Conference at its 33rd Session ................................................................. 17, 109

WORLD HEALTH ORGANISATION

Award of fellowships in the field of industrial hygiene ................................................................. 141
Joint I.L.O.-W.H.O. Committees ................................................................. 33, 78, 79, 149-150, 161, 163

YOUNG PERSONS

See: ADVISORY COMMITTEE ON JUVENILE EMPLOYMENT; EMPLOYMENT OF YOUNG PERSONS IN UNDERGROUND WORK IN COAL MINES; LEAD POISONING