SECOND ITEM ON THE AGENDA

Date, place and agenda of the
92nd Session (2004) of the
International Labour Conference

(b) Proposals for the withdrawal of
Recommendations Nos. 2, 12,
16, 18, 21, 26, 32, 33, 34, 36, 43,
46, 58, 70, 74 and 96

1. As stated in document GB.283/2/1, the present paper contains a proposal on the
withdrawal of 16 Recommendations for inclusion in the agenda of the 92nd Session (2004)
of the Conference. The Governing Body held a preliminary discussion on this proposal at
its 282nd (November 2001) Session and decided to place this item under closer scrutiny at
its current session. ¹

2. It should be recalled in this context, that in accordance with article 45bis of its Standing
Orders, the Conference withdrew five Conventions at its 88th Session (2000), ² and will be
called upon to decide on the withdrawal of 20 Recommendations at its 90th Session
(2002). The 16 Recommendations proposed for withdrawal in this document relate to
various spheres. One of them concerns forced labour: the Forced Labour (Regulation)
Recommendation, 1930 (No. 36). One of them relates to hours of work: the Weekly Rest
(Commerce) Recommendation, 1921 (No. 18). One deals with occupational safety and
health: the Power-driven Machinery Recommendation, 1929 (No. 32). Two deal with
social services, housing and leisure: the Living-in Conditions (Agriculture)
Recommendation, 1921 (No. 16) and the Utilisation of Spare Time Recommendation,
1924 (No. 21). One relates to social security: the Invalidity, Old-Age and Survivors’
Insurance Recommendation, 1933 (No. 43). One relates to maternity benefits: the
Maternity Protection (Agriculture) Recommendation, 1921 (No. 12). One relates to
employment of young children and young persons: the Minimum Age (Coal Mines)
Recommendation, 1953 (No. 96). Two relate to migrant workers: the Reciprocity of
Treatment Recommendation, 1919 (No. 2) and the Migration (Protection of Females at
Sea) Recommendation, 1926 (No. 26). Two concern indigenous workers: the Elimination

¹ Doc. GB.282/2/2.

² Conventions Nos. 31, 46, 51, 61 and 66: see doc. GB.271/4/2.
of Recruiting Recommendation, 1936 (No. 46) and the Contracts of Employment (Indigenous Workers) Recommendation, 1939 (No. 58). Two relate to workers in non-metropolitan territories: the Social Policy in Dependent Territories Recommendation, 1944 (No. 70) and the Social Policy in Dependent Territories (Supplementary Provisions) Recommendation, 1945 (No. 74). The remaining two relate to dock workers: the Protection against Accidents (Dockers) Reciprocity Recommendation, 1929 (No. 33) and the Protection against Accidents (Dockers) Consultation of Organisations Recommendation, 1929 (No. 34).

3. These instruments were examined by the Working Party on Policy regarding the Revision of Standards during the 277th \(^3\) and 279th \(^4\) Sessions of the Governing Body. They were found no longer to serve a useful purpose either because they had de facto been replaced by more modern instruments or their provisions were relevant for a transitional period of time, or because they no longer reflected current practices and conceptions. On the basis of the unanimous proposals of the Working Party on Policy regarding the Revision of Standards, the Governing Body noted that these Recommendations were obsolete and that their withdrawal should be proposed to the Conference in due course. \(^5\)

4. Under article 12bis, paragraph 1, of the Standing Orders of the Governing Body, the Office is required to place before the Governing Body a report containing all relevant information regarding the withdrawal of the instruments concerned. The Governing Body may, as it has done in the past, \(^6\) wish to consider that this requirement has been fulfilled, since these Recommendations have already been examined on the basis of documents prepared by the Office (see appendix).

5. Under the terms of article 12bis, paragraph 2, of the Standing Orders of the Governing Body, the decision to place on the agenda of the Conference an item on withdrawal should be reached as far as possible by consensus. If such a consensus cannot be reached in two successive sessions of the Governing Body, it must obtain a four-fifths majority of the members of the Governing Body with a right to vote during the second of these sessions, by special dispensation from the provisions of article 18 of the Standing Orders.

6. In accordance with article 45bis of the Standing Orders of the Conference, if the Governing Body decides to place the question of the withdrawal of these instruments on the agenda of the 92nd Session of the Conference, the Office is required to communicate to all governments, so that it reaches them at least 18 months before the session of the Conference, a short report and questionnaire inviting their opinion.

7. The withdrawal of these instruments would put an end to their legal effects vis-à-vis the Organization and contribute to the rationalization of the corpus of international labour standards. With regard to the practical consequences of a withdrawal, as already established on the occasion of the abovementioned withdrawal of five Conventions \(^7\) and

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\(^3\) Doc. GB.277/LILS/WP/PRS/4: Recommendations Nos. 2, 16, 21, 26, 32 and 43.

\(^4\) Doc. GB.279/LILS/WP/PRS/4: Recommendations Nos. 12, 18, 33, 34, 36, 46, 58, 70, 74 and 96.

\(^5\) Docs. GB.277/11/2 and GB.279/11/2.

\(^6\) Doc. GB.271/4/2, para. 6 and 277/2/2(Rev. 1), para. 4.

\(^7\) Doc. GB.271/4/2, para. 10.
20 Recommendations, the text of the Conference decision concerning their withdrawal would be inserted in the official compendium of ILO Conventions and Recommendations. It would replace the text of these instruments where it still appeared in the compendium. It should be noted that most of these instruments are not reproduced in the compendium.

8. The Governing Body may wish to place on the agenda of the 92nd Session (2004) of the International Labour Conference an item relating to the withdrawal of Recommendations Nos. 2, 12, 16, 18, 21, 26, 32, 33, 34, 36, 43, 46, 58, 70, 74 and 96.


Point for decision: Paragraph 8.

8 Doc. GB.277/2/2(Rev.1), para. 7.
Appendix\textsuperscript{1}

Excerpts from document GB.277/LILS/WP/PRS/4

I.11. **R.32 – Power-driven Machinery Recommendation, 1929**

(1) Related instruments: This Recommendation is autonomous.

(2) Need for revision: The in-depth review in 1974 considered that Recommendation No. 32 had been replaced de facto by the Guarding of Machinery Convention, 1963 (No. 119), and its accompanying Recommendation (No. 118).\textsuperscript{2} The Ventejol Working Parties of 1979 and 1987 placed Recommendation No. 32 in the category of “other instruments”.\textsuperscript{3} It is not reproduced in the compilation of the Office. This Recommendation may be considered as no longer being of any useful purpose.

(3) Proposals: The Working Party might recommend to the Governing Body that it:

(a) note that the Power-driven Machinery Recommendation, 1929 (No. 32), is obsolete;

(b) propose to the Conference the withdrawal of Recommendation No. 32 in due course.

[…]

I.17. **R.16 – Living-in Conditions (Agriculture) Recommendation, 1921**

(1) Related instruments: This Recommendation is autonomous.

(2) Need for revision: The in-depth review of 1974 pointed out that this Recommendation had been replaced de facto by more comprehensive standards contained in the Workers’ Housing Recommendation, 1961 (No. 115), which also covers the accommodation provided by employers.\textsuperscript{4} Both Ventejol Working Parties of 1979 and 1987 placed Recommendation No. 16 in the category of “other instruments”.\textsuperscript{5} The Recommendation is not reproduced in the compilation of the Office; it seems to be obsolete.

(2) Proposals: The Working Party might recommend to the Governing Body that it:

(a) note that the Living-in Conditions (Agriculture) Recommendation, 1921 (No. 16), is obsolete;

(b) propose to the Conference the withdrawal of Recommendation No. 16 in due course.

\textsuperscript{1} The recommendations of the Working Party on Policy regarding the Revision of Standards contained in the excerpts reproduced below have been endorsed by the Committee on Legal Issues and International Labour Standards and approved by the Governing Body (GB.277/11/2 and GB.279/11/2).

\textsuperscript{2} GB.194/PFA/12/5, Appendix I, p. 69.


\textsuperscript{4} GB.194/PFA/12/5, Appendix I, p. 17.

I.18. R.21 – Utilisation of Spare Time
Recommendation, 1924

(1) Related instruments: This Recommendation is autonomous.

(2) Need for revision: The in-depth review of 1974 pointed out that this instrument had, to a great extent, been replaced de facto by subsequent standards: as regards means of recreation and transport, by the Welfare Facilities Recommendation, 1956 (No. 102), and with respect to housing, by the Workers’ Housing Recommendation, 1961 (No. 115). The two Ventejol Working Parties of 1979 and 1987 placed this Recommendation in the category of “other instruments”. Recommendation No. 21, which sets out, according to the Preamble, to “lay down the principles and methods which at the present time seem generally best adopted to secure the best use of periods of spare time”, is of an authoritarian nature no longer appropriate in this area. This Recommendation may therefore be considered obsolete.

(3) Proposals: The Working Party might recommend to the Governing Body that it:
(a) note that the Utilisation of Spare Time Recommendation, 1924 (No. 21), is obsolete;
(b) propose to the Conference the withdrawal of Recommendation No. 21 in due course.

II.8. R.43 – Invalidity, Old-Age and Survivors’ Insurance Recommendation, 1933

(1) Related instruments: This Recommendation is linked to the Old-Age Insurance (Industry, etc.) Convention, 1933 (No. 35), the Old-Age Insurance (Agriculture) Convention, 1933 (No. 36), the Invalidity Insurance (Industry, etc.) Convention, 1933 (No. 37), the Invalidity Insurance (Agriculture) Convention, 1933 (No. 38), the Survivors’ Insurance (Industry, etc.) Convention, 1933 (No. 39), and the Survivors’ Insurance (Agriculture) Convention, 1933 (No. 40). These six Conventions have been revised by the Invalidity, Old-Age and Survivors’ Benefits Convention, 1967 (No. 128), under the conditions provided for by that Convention.

(2) Need for revision: The in-depth review of 1974 noted that this instrument had been replaced de facto by the Invalidity, Old-Age and Survivors’ Benefits Convention, 1967 (No. 128), and its accompanying Recommendation (No. 131). Both Ventejol Working Parties of 1979 and 1987 placed it in the category of “other instruments”. This Recommendation is not reproduced in the compilation of the Office. Conventions Nos. 35 to 40 were submitted for examination by the Working Party at the 265th Session of the Governing Body. The Governing Body decided to shelve them, with immediate effect. In these circumstances, Recommendation No. 43 might also be considered as obsolete and its withdrawal might be proposed.

(3) Proposals: The Working Party might recommend to the Governing Body that it:

6 GB.194/PFA/12/5, Appendix I, p. 63.
8 GB.194/PFA/12/5, Appendix I, p. 71.
10 GB.265/LILS/WP/PRS/1.
11 GB.265/8/2.
(a) note that the Invalidity, Old-Age and Survivors’ Insurance Recommendation, 1933 (No. 43), is obsolete;

(b) propose to the Conference the withdrawal of Recommendation No. 43 in due course.

[…]

III.1. **R.2 – Reciprocity of Treatment Recommendation, 1919**

(1) **Related instruments:** This Recommendation is autonomous.

(2) **Need for revision:** The in-depth review of 1974 considered that Recommendation No. 2 had been replaced de facto by the Migration for Employment Convention (Revised), 1949 (No. 97), and its accompanying Recommendation. The two Ventejol Working Parties of 1979 and 1987 placed Recommendation No. 2 in the category of “other instruments”. It is not reproduced in the compilation of the Office. The Recommendation may be considered obsolete.

(3) **Proposal:** The Working Party might recommend to the Governing Body that it:

(a) note that the Reciprocity of Treatment Recommendation, 1919 (No. 2), is obsolete;

(b) propose to the Conference the withdrawal of Recommendation No. 2 in due course.

III.2. **R.26 – Migration (Protection of Females at Sea) Recommendation, 1926**

(1) **Related instruments:** This Recommendation is autonomous.

(2) **Need for revision:** The in-depth review of 1974 noted that Recommendation No. 26 was no longer of interest. The two Ventejol Working Parties of 1979 and 1987 placed it in the category of “other instruments”. The Recommendation is not reproduced in the compilation of the Office. This instrument which sets out solely to provide emigrant women and girls on board ship “any material or moral assistance of which they may stand in need” seems to reflect outmoded concepts and may therefore be considered as obsolete.

(3) **Proposals:** The Working Party might recommend to the Governing Body that it:

(a) note that the Migration (Protection of Females at Sea) Recommendation, 1926 (No. 26), is obsolete;

(b) propose to the Conference the withdrawal of Recommendation No. 26 in due course.

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12 GB.194/PFA/12/5, Appendix I, p. 73.


14 GB.194/PFA/12/5, Appendix I, p. 73.

I.1.  **R.36 – Forced Labour (Regulation) Recommendation, 1930**

(1) **Related instruments:** Recommendation No. 36 is linked to the Forced Labour Convention, 1930 (No. 29).

(2) **Need for revision:** This instrument was intended to lay down certain additional rules to be observed when recourse was had to forced labour during a transitional period, as envisaged by Article 1, paragraph 2, of Convention No. 29, pending its complete abolition. The 1974 in-depth review noted that, in the great majority of cases, the transitional period had expired and, moreover, that Convention No. 105 required the immediate abolition of all forms of forced labour within its scope. The survey therefore concluded that the Recommendation was no longer of current interest. The Ventejol Working Parties of 1979 and 1987 placed the Recommendation in the category of “other instruments”. The Recommendation is not reproduced in the Office’s compilation. The Committee of Experts on the Application of Conventions and Recommendations in 1998 drew attention to the transitional function of Article 1, paragraph 2, of the Convention, which should no longer be invoked. The Recommendation, which was intended only to supplement that provision, has therefore ceased to be relevant and may be considered obsolete.

(3) **Proposals:** The Working Party might recommend to the Governing Body that it:

(a) note that the Forced Labour (Regulation) Recommendation, 1930 (No. 36), is obsolete;

(b) propose to the Conference the withdrawal of Recommendation No. 36 in due course.

III.1. **R.18 – Weekly Rest (Commerce) Recommendation, 1921**

(1) **Related instruments:** Recommendation No. 18 is linked to the Weekly Rest (Industry) Convention, 1921 (No. 14). The respective scope of each instrument is distinct: Convention No. 14 applies to industrial establishments, while Recommendation No. 18 refers to commercial establishments.

(2) **Need for revision:** Following the examination of Convention No. 14 by the Working Party, the Governing Body decided at its 268th Session to invite member States to contemplate ratifying this Convention. However, given the difference in the scope of application of each instrument and for other reasons set out below, it does not appear appropriate to recommend the same action with regard to the Recommendation. The main purpose of the Recommendation is to ensure that staff employed in commercial establishments have a weekly rest period of at least 24 consecutive hours. The 1974 in-depth review noted that this instrument had been replaced de facto by Convention No. 106, which provides for the same weekly rest period, and Recommendation No. 103, which recommends a rest period of at least

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16 ibid.


19 Document GB.268/8/2.
36 hours, if possible taken consecutively. The 1964 General Survey on weekly rest in industry, commerce and offices by the Committee of Experts on the Application of Conventions and Recommendations noted that Recommendation No. 18 had not been taken into account in the survey because Recommendation No. 103 went beyond it. Nor was Recommendation No. 18 examined in the 1984 General Survey on working time. The Ventejol Working Parties of 1979 and 1987 placed the Recommendation in the category of “other instruments”. This instrument is not reproduced in the Office’s compilation. It therefore appears to be obsolete.

(3) Proposals: The Working Party might recommend to the Governing Body that it:
(a) note that the Weekly Rest (Commerce) Recommendation, 1921 (No. 18), is obsolete;
(b) propose to the Conference the withdrawal of Recommendation No. 18 in due course.

IV.1. **R.33 – Protection against Accidents (Dockers) Reciprocity Recommendation, 1929**

**R.34 – Protection against Accidents (Dockers) Consultation of Organisations Recommendation, 1929**

(1) Related instruments: Recommendations Nos. 33 and 34 are linked to the Protection against Accidents (Dockers) Convention, 1929 (No. 28). That Convention was revised by the Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32), which is supplemented by the Protection against Accidents (Dockers) Reciprocity Recommendation, 1932 (No. 40). These two Conventions were subsequently revised by the Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152), which is supplemented by Recommendation No. 160 on the same subject.

(2) Need for revision: Convention No. 28 now has only one ratification. Following the examination of the Convention by the Working Party during the 265th Session of the Governing Body, the Governing Body decided to shelve it with immediate effect. Given that Recommendations Nos. 33 and 34 supplement a Convention that is no longer relevant, it may be considered that they themselves have lost their relevance. The issue of reciprocity covered by Recommendation No. 33 was taken up in Convention No. 32 and Recommendation No. 40, and later in Convention No. 152. The provisions on tripartite consultations contained in Recommendation No. 34 are now included in Convention No. 152 and Recommendation No. 160. The Ventejol Working Parties of 1979 and 1987 placed both these Recommendations in the category of “other instruments”. They are not included in the Office’s compilation. Recommendations Nos. 33 and 34 would appear to be obsolete.

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20 Document GB.194/PFA/12/5, Appendix I, p. 62.
(3) Proposals: The Working Party might recommend to the Governing Body that it:
(a) note that the Protection against Accidents (Dockers) Reciprocity Recommendation, 1929
(No. 33), and the Protection against Accidents (Dockers) Consultation of Organisations
Recommendation, 1929 (No. 34), are obsolete;
propose to the Conference the withdrawal of Recommendations Nos. 33 and 34 in due course.

V.I. R.12 – Maternity Protection (Agriculture)
Recommendation, 1921

(1) Related instruments: This Recommendation is autonomous. It refers to the Maternity
Protection Convention, 1919 (No. 3).

(2) Need for revision: Recommendation No. 12 provides for maternity protection for women
employed in agriculture similar to the protection provided by Convention No. 3 for women
employed in industry and commerce. Convention No. 3 was revised by the Maternity
Protection Convention (Revised), 1952 (No. 103), whose scope is extended to include women
employed in agricultural occupations. The 1974 in-depth review of international labour
standards noted that Recommendation No. 12 had been superseded by Convention No. 103.26
Convention No. 103 and the Maternity Protection Recommendation, 1952 (No. 95), which
supplements it, were in their turn recently revised by the Maternity Protection Convention,
2000 (No. 183), which applies to all employed women, including those in atypical forms of
dependent work, and the Maternity Protection Recommendation, 2000 (No. 191), respectively.
The Ventejol Working Parties of 1979 and 1987 placed Recommendation No. 12 in the
category of “other instruments”.27 It is not reproduced in the Office’s compilation and may be
considered as having lost its relevance.

(3) Proposals: The Working Party might recommend to the Governing Body that it:
(a) note that the Maternity Protection (Agriculture) Recommendation, 1921 (No. 12), is
obsolete;
propose to the Conference the withdrawal of Recommendation No. 12 in due course.

VII.2. R.96 – Minimum Age (Coal Mines)
Recommendation, 1953

(1) Related instruments: Recommendation No. 96 is autonomous.

(2) Need for revision: The aim of this Recommendation is to prohibit the employment of young
persons under the age of 16 years in underground work in coalmines and to permit the
employment of young persons between 16 and 18 years only for certain specific purposes. The
in-depth review of international labour standards noted that this instrument had been
superseded by the Minimum Age (Underground Work) Convention, 1965 (No. 123) and
Recommendation (No. 124).28 The Ventejol Working Parties of 1979 and 1987 placed it in
the category of “other instruments”.29 The Recommendation is not reproduced in the

26 Document GB.194/PFA/12/5, Appendix I, p. 66.
28 Document GB.194/PFA/12/5, Appendix I, p. 64.
compilation of the Office. Specific provisions relating to underground work are currently included in Recommendation No. 190 (see paragraph VII.3 below). Recommendation No. 96 may be considered as no longer being of any useful purpose.

(3) **Proposals:** The Working Party might recommend to the Governing Body that it:

(a) note that the Minimum Age (Coal Mines) Recommendation, 1953 (No. 96), is obsolete;

(b) propose to the Conference the withdrawal of Recommendation No. 96 in due course.

[...]  

**IX.1. R.46 – Elimination of Recruiting Recommendation, 1936**

**R.58 – Contracts of Employment (Indigenous Workers) Recommendation, 1939**

(1) **Related instruments:** Recommendation No. 46 is linked to the Recruiting of Indigenous Workers Convention, 1936 (No. 50); Recommendation No. 58 is linked to the Contracts of Employment (Indigenous Workers) Convention, 1939 (No. 64), and supplements it.

(2) **Need for revision:** Recommendation No. 58 is not reproduced in the Office’s compilation. Following the examination by the Working Party of Conventions Nos. 50 and 64, the Governing Body decided to shelve them with immediate effect and to invite the States parties to these Conventions to contemplate ratifying the Indigenous and Tribal Peoples Convention, 1989 (No. 169), and/or the Social Policy (Basic Aims and Standards) Convention, 1962 (No. 117), the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143). This decision is based on the fact that the practices addressed by these instruments, namely the recruitment and hiring of indigenous workers in dependent territories have virtually disappeared. The problems arising in independent countries should be addressed in the context of the Indigenous and Tribal Peoples Convention, 1989 (No. 169), and those arising in the sphere of international migration should be dealt with in the context of instruments relating to migrant workers. The internal migration of manpower is addressed by the Social Policy (Basic Aims and Standards) Convention, 1962 (No. 117). In these circumstances, it appears that both Recommendations, like the Conventions in question, have lost their relevance.

(3) **Proposals:** The Working Party might Recommend to the Governing Body that it:

(a) note that the Elimination of the Recruiting Recommendation, 1936 (No. 46), and the Contracts of Employment (Indigenous Workers) Recommendation, 1939 (No. 58), are obsolete;

(b) propose to the Conference the withdrawal of Recommendations Nos. 46 and 58 in due course.

**IX.2. R.70 – Social Policy in Dependent Territories Recommendation, 1944**

**R.74 – Social Policy in Dependent Territories (Supplementary Provisions) Recommendation, 1945**

(1) **Related instruments:** Recommendations Nos. 70 and 74 are autonomous.

(2) **Need for revision:** Recommendation No. 70 lays down fundamental principles and minimum standards of social policy to be observed in dependent territories. Recommendation No. 74 contains minimum standards to supplement those set forth in Recommendation No. 70. These instruments have been replaced de facto by the Social Policy (Basic Aims and Standards) Convention, 1962 (No. 117). The Ventejol Working Parties of 1979 and 1987 placed them in
the category of “other instruments”. Recommendations Nos. 70 and 74 may be considered obsolete.

(3) **Proposals:** The Working Party might recommend to the Governing Body that it:

(a) note that the Social Policy in Dependent Territories Recommendation, 1944 (No. 70), and the Social Policy in Dependent Territories (Supplementary Provisions) Recommendation, 1945 (No. 74), are obsolete;

(b) propose to the Conference the withdrawal of Recommendations Nos. 70 and 74 in due course.

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